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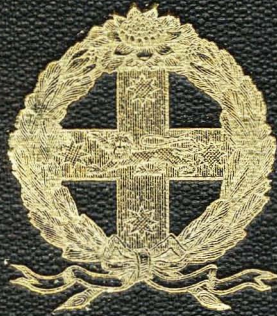
The

Official Year Book

of

New South Wales.

1924.



H. A. SMITH.

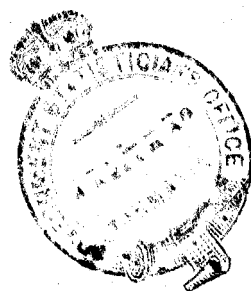
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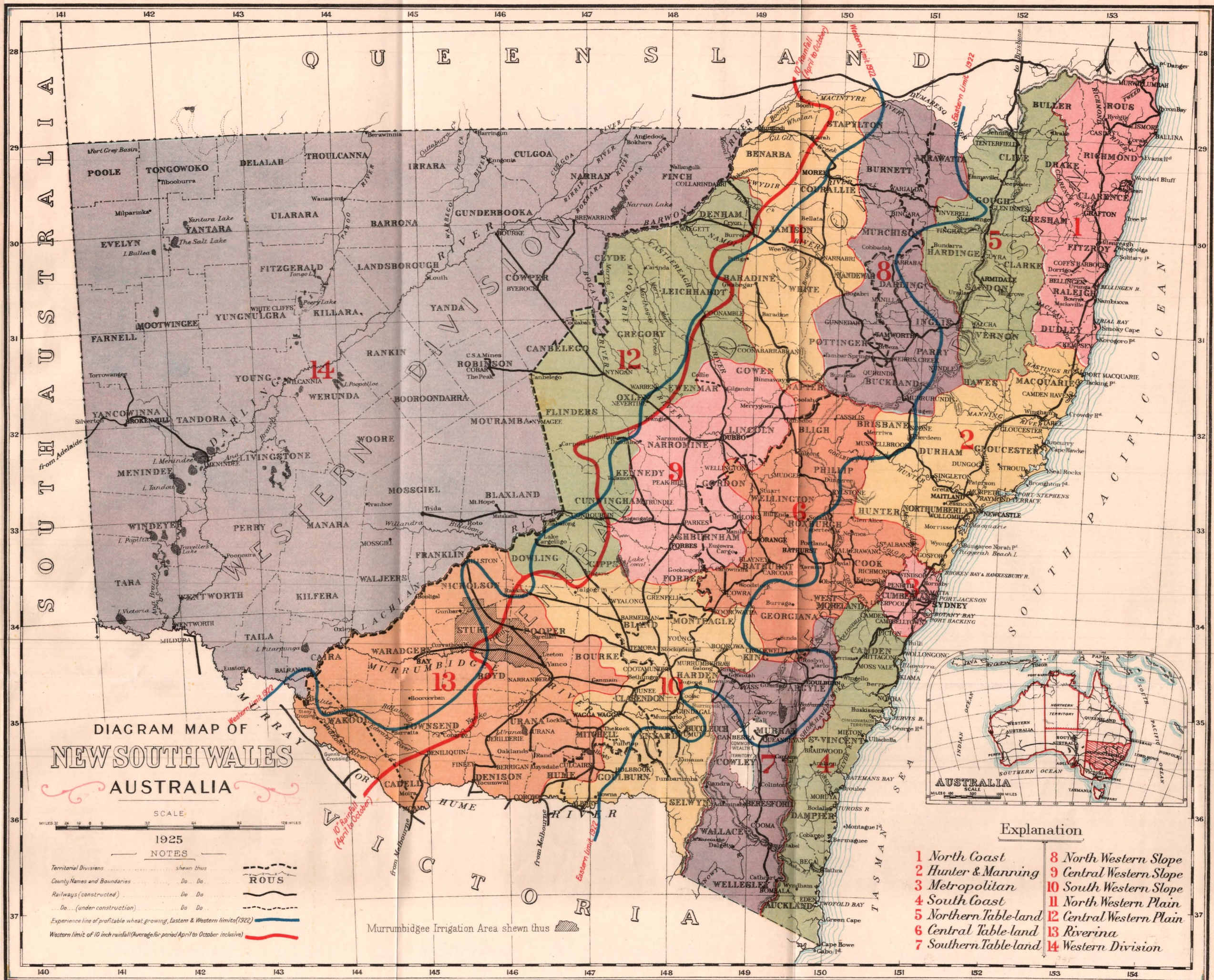
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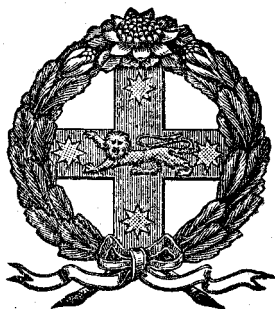
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THE
OFFICIAL YEAR BOOK
OF
NEW SOUTH WALES.
1924.



PREFACE AND INDEX.

H. A. SMITH, F.S.S.,

GOVERNMENT STATISTICIAN.

PUBLISHED BY AUTHORITY OF THE GOVERNMENT OF
NEW SOUTH WALES.

ALFRED JAMES KENT, GOVERNMENT PRINTER.

1925.

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PREFACE.

THIS is the thirty-second issue of the Official Year Book, which from the first issue in 1886 to 1904 was known as the "Wealth and Progress of New South Wales."

There is always difficulty in making a work of this kind interesting to the two classes of persons for whose use it is intended, viz., those within the State, and those abroad, but every endeavour has been made to meet this difficulty.

The contents have been published already in fifteen parts, containing information which was the latest available at the date of publication, and they were issued as they became available from the printer, in order to render them of immediate service.

A diagram map of New South Wales is published with the volume to show the railways, territorial divisions, and area of the State suitable for the profitable cultivation of wheat as indicated by recent experience. The divisional boundaries coincide with those of Shires instead of Counties as in issues prior to 1923, because it is thought desirable that statistics generally should be compiled with the local governing area as the geographical unit.

A considerable number of graphs and diagrams have been introduced into this issue; and, in addition, a map showing the distribution of population, rainfall and the principal primary industries has been incorporated in the chapter "Rural Settlement."

Every care has been taken to keep the work free from errors, but if any be noticed by readers, notification regarding them would be appreciated.

Much credit is due to the responsible officers of the various State and Commonwealth Departments, and to others who have kindly supplied information, often at considerable trouble.

The "Statistical Register of New South Wales," published annually from this Bureau, contains in full detail the statistics of the State, and it will prove serviceable to those who wish to obtain more detailed information regarding the matters treated generally in this Year Book.

The earlier parts of this volume were completed under the personal supervision of the late Mr. H. A. Smith and later parts were prepared on lines laid down by him, consequently his name appears on the title page although the volume was not sent to press until after his death.

T. WAITES,
Acting Government Statistician.

Bureau of Statistics,
Sydney, 30th November, 1925.

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GEOGRAPHY.

NEW SOUTH WALES is situated entirely in the temperate zone of the Southern Hemisphere, and is on the opposite side of the world from the seat of the British Empire, of which it forms a part. It is distant from London 11,200 miles by the Suez Canal—the shortest shipping route.

The name “New South Wales” was given to the eastern part of Australia (then known as New Holland) on its discovery by Captain Cook in 1770, and for fifty-seven years all Australian territory east of longitude 135° east was known by that name. In 1825, shortly after the separation of Tasmania (Van Diemen’s Land), the western boundary was moved to longitude 129°. The steps by which the territory of the State assumed its present boundaries and dimensions are shown below:—

Date.	Nature of Territorial Adjustment.	Area involved in adjustment.	Area of New South Wales after adjustment ‡	Population of Territory known as New South Wales at end of year.
1788	New South Wales defined as whole of Australasia east of longitude 135° east.*	sq. miles. ...	sq. miles. 1,584,998	1,024 (26th Jan.).
1825	Tasmania practically separated from New South Wales.	26,215	1,558,783	} 33,500†
1825	Western boundary of New South Wales moved to longitude 129° east.	518,134	2,076,917	
1836	South Australia founded as a separate colony.	309,850	1,767,067	78,929
1841	New Zealand proclaimed a separate colony...	104,471	1,662,596	145,303
1851	Victoria proclaimed a separate colony ...	87,884	1,574,712	197,265
1859	Queensland proclaimed a separate colony ...	554,300	1,020,412	327,459
1861-3	Northern Territory and territory between longitude 129° and 132° east separated.	710,040	310,372	377,712
1911	Federal Capital Territory ceded to Commonwealth.	912	309,460	1,701,736
1915	Territory at Jervis Bay ceded to Commonwealth.	28	309,432	1,895,603

* Literally interpreted the boundaries defined included Fiji, Samoa, and some neighbouring islands.
† Approximate. § Exclusive of area of Pacific Islands, except New Zealand.

BOUNDARIES AND DIMENSIONS.

The present boundaries of New South Wales are as follow:—On the east, the coastline from Point Danger to Cape Howe; on the west, the 141st meridian of east longitude; on the north, the 29th parallel of south latitude, proceeding east to the Barwon River, and thereafter along the Macintyre and Dumaresq Rivers to the junction with Tenterfield Creek; thence along the crest of a spur of the great Dividing Range, the crest of that range north to the Macpherson Range, and along the crest of the Macpherson Range east to the sea; on the south, the southern bank of the Murray River to its source at the head of the river Indi, and thence by a direct marked line to Cape Howe.

From Point Danger, along a diagonal line, to the south-west corner of the State—a distance of 850 miles—the greatest dimension of the State is found. The length of coast, measured direct from Point Danger to Cape Howe, is 683 miles, the actual length of seaboard being 907 miles. The greatest breadth, measured along the 29th parallel latitude, is 756 miles. The shortest dimension, along the western boundary, is about 340 miles.

AREA.

The total area of New South Wales, including Lord Howe Island, but excluding the Federal Territory, is 309,432 square miles, or 198,036,480 acres, being rather more than one-tenth of the area of Australia. About 4,639 square miles, or 2,969,080 acres, of the total surface is covered by rivers and lakes, and 176 square miles, or 112,750 acres, by the principal harbours. The area of Lord Howe Island is 5 square miles.

The area of New South Wales in relation to the total area of Australia is shown in the following statement:—

State or Territory.	Area.	Per cent. of total Area.
	sq. miles.	
New South Wales	309,432	10·40
Victoria	87,884	2·96
Queensland	670,500	22·54
South Australia	380,070	12·78
Western Australia	975,920	32·81
Tasmania	26,215	·88
Northern Territory	523,620	17·60
Federal Capital Territory	912	·03
Federal Territory at Jervis Bay	28	·00
Commonwealth	2,974,581	100·00

New South Wales is approximately three and a half times as large as Victoria, nearly twelve times as large as Tasmania, and somewhat smaller than South Australia. Queensland is about twice and Western Australia three times as large as New South Wales.

The following table shows the extent of the State of New South Wales and of the Commonwealth of Australia in comparison with the total area of all countries of the world, the British Empire, and certain individual countries:—

Country.	Area.	Ratio of Area to Area of New South Wales.	Ratio of Area to Area of Australia.
	sq. miles.		
New South Wales	309,432	1·000	·104
Commonwealth	2,974,581	9·613	1·000
United Kingdom	121,633	·393	·041
Canada	3,729,665	12·053	1·254
Argentina	1,153,119	3·729	·388
United States	2,973,890	9·618	1·000
British Empire	13,257,584	42·845	4·456
The World	52,055,879	168·231	17·500

LORD HOWE ISLAND.

Lord Howe Island is a dependency of New South Wales, and is included in the electorate of Sydney; it is situated about 300 miles east of Port Macquarie, and 436 miles north-east of Sydney. The island was discovered

in 1788; it is of volcanic origin, and Mount Gower, the highest point, reaches an altitude of 2,840 feet. The climate and soil are favourable to the growth of subtropical products, but on account of the rocky formation of the greater part of the surface of 3,220 acres, only about 300 acres are arable. The land has not been alienated, and is occupied rent free on sufferance, being utilised mainly for the production of *Kentia* palm seed. A Board of Control at Sydney manages the affairs of the island and supervises the palm seed industry. At the Census of 1921 the population numbered 111 persons.

PHYSICAL FEATURES.

Coastline.

The coastline of New South Wales is remarkably regular, trending almost uniformly from north-north-east to south-south-west and displaying few striking topographical features. It consists of rugged cliffs, alternating with sandy beaches and numerous inlets, with here and there a river estuary.

The operations of important physiographical factors have prevented the coast from acquiring features such as projecting deltas and wide river valleys and estuaries, which so commonly give natural access to the interior of other countries. These factors are the close proximity of the watershed to the coast, the consequent shortness of the rivers, and the presence of a constant though slow-moving southerly ocean current, which sweeps along the coast and prevents the formation of deltas beyond the line of protection afforded by headlands. In a number of instances the volume of the coastal rivers is not great enough to carry their silt far to sea, with the result that, where they meet the dead water of the coast at their mouths, matter is deposited, forming a ground-work for "sand-bars," which constitute impediments to navigation even by coastal vessels.

The central portion of the coast, however, is well furnished with spacious inlets, distinguished by winding foreshores and ample roadsteads, so that within a space of about 150 miles there are four large natural harbours. Some of them rank among the finest in the world, and only await economic development. Port Stephens, the most northerly, lies a little to the north of the central point of the coast; it possesses a great expanse of water exceeding 30 feet in depth. Broken Bay is a submerged river valley, with three arms and spacious anchorage, at the mouth of the Hawkesbury. Port Jackson (Sydney Harbour), perhaps the finest harbour in the world, is the commercial centre of the State, and an important shipping port with a large volume of trade. Jervis Bay possesses deep water throughout its great extent, and is a naval base destined to be the port of the Federal Capital at Canberra, with which it will be connected by rail. Further south, Twofold Bay, near the southern boundary, is a potential harbour, with a convenient entrance and spacious waterways.

The coastal formation of Port Kembla and the estuary of the Hunter River (Port Hunter) have been converted into serviceable harbours for growing manufacturing centres. At frequent intervals along the coast numerous inlets provide shelter and facilities for coastal shipping.

Further particulars regarding the harbours and anchorages are shown in the chapter relating to shipping.

Strewn along the coast at intervals there are eight lakes, partly marine and partly estuarine, connected with the sea by narrow channels. It is believed that they were formerly coastal valleys at a higher level than they occupy at present, and that they became "drowned" by the sea when the

subsidence occurred which formed the existing harbours and the present coastal levels. Their entrances in most cases are narrow and shallow, and are usually blocked by the action of the sea and wind upon the sand.

Most of these lakes are surrounded by picturesque scenery. They attract tourists and holiday-makers, and provide extensive fishing grounds. The largest, Lake Macquarie, 8 miles south of Newcastle, is 44 square miles in area. A chain of beautiful lakes, of which the principal are the Myall and Wallis Lakes, lies between Port Stephens and Cape Hawke.

The Surface.

The story, as told by geologists, of the manner in which the surface of New South Wales assumed its present shapes is very interesting.

In past ages a great part of the interior of Australia was occupied by a vast mediterranean sea, bounded by a line of highlands, which probably extended considerably to the east of the present coastline. Their slope was towards the west, and rivers flowed down from them into the inland sea, carrying thither the sand and silt which now seals down the artesian basin. In a later age a gradual uplift took place in the northern part of Australia, accompanied by a depression in the southern portion; and streams which formerly flowed north-west and entered the sea by separate mouths became diverted to the south and conjoined with the Darling River.

The southern depression allowed the sea to encroach inland from the south and to spread over the region now known as the Riverina, but a subsequent uplift pushed the southern sea back to its present boundary and caused a combination of the western rivers into the one great system of Australia—the Murray-Darling.

During the upward movement in the interior a marked elevation took place in the coastal portion, the uplift being greater towards the coast, and an elevated plateau with a short steep slope to the eastern seaboard was produced. Rivers which then commenced to flow down this slope evidently possessed great erosive power, and, by a gradual process of denudation, worked their way inland, extending the coastal district into what were formerly the eastern portions of the Great Dividing Range.

Subsequently a submergence of the coast took place and the valleys of the coastal rivers were converted into harbours, such as Port Jackson, Broken Bay, and Port Stephens.

The surface of New South Wales bears signs of having passed through lengthy periods of erosion. It possesses less diversity than any of the continents, and there are no lofty mountain ranges, few peaks of importance, and no large lakes of permanent water. Nearly the whole of the State consists of extensive plains and hilly patches at varying levels. The surface is divided naturally into four main divisions—the Coast District, the Tablelands, the Western Slopes, and the extensive Plains. The tablelands form the Great Dividing Range, which traverses the State from north to south, and marks the division between the coast district and the plains.

The coastal strip is undulating and well watered. The average width is about 50 miles in the north and 20 miles in the south. At Clifton the tableland abuts on the ocean, while the widest part (150 miles) is in the valley of the Hunter River, where the relatively soft rocks of the coal basin have offered least obstruction to river erosion.

The coastal region is bounded on the west by steep, often inaccessible, escarpments, where the highlands rise suddenly from the lower levels of

the coast; the declivities are furrowed by deep and rugged valleys sloping toward the sea, and here and there a mountain spur projects eastward. These natural features have made access to the tablelands from the coast a matter of formidable difficulty in many districts, so that the highlands are crossed only at three points by the railway and at few more by roads.

The coast line is fringed with a narrow and fertile plain extending from north to south and broken only at Clifton. This plain juts along the Hunter Valley for a distance of 60 miles. A considerable strip north and south of the Clarence River is 30 to 40 miles wide, thence south to Port Stephens it is 10 to 15 miles in width; thereafter it gradually broadens to a width of 35 miles, until it is broken at Clifton. The South Coast continuation of the plain is nowhere wider than 15 miles, the average width being about 10 miles.

There are two tablelands—the northern and southern—comprising an extensive plateau region, divided near the middle by the Cassilis or Hunter Gap. Generally they present on the eastern side a steep descent towards the ocean, while on the west they slope gradually towards the plains. They vary in width from 30 to 100 miles. The northern tableland commences in Queensland and terminates on the northern side of the Peel River Valley; its average height is 2,500 feet. The southern tableland extends from the Victorian border, and slopes gradually to the Cudgegong and Colo Rivers; its average height is slightly less than the northern tableland, although the Kosciusko Plateau, the most elevated portion of the State, is within its limits.

At various levels gently undulating upland plains occur throughout the tableland division, such as the Dorriga, which forms the elevated hinterland of the coastal tract around Coff's Harbour; and the Bathurst, Goulburn, Yass, and Monaro Plains on the central and southern tablelands. Notable features of the southern tableland are the limestone belt, in which the famous Jenolan and other limestone caves occur, and the grandeur of the scenery in the numerous sunken valleys, such as those of the Blue Mountains, the Burragorang Valley, through which the Wollondilly River flows, the Kangaroo Valley, between Moss Vale and the Shoalhaven River, and the Araluen Valley further south.

The Great Plain district covers nearly two-thirds of the area of New South Wales. It stretches from the base of the slopes of the tablelands to the western boundary of the State, and thence north, south, and west as the Great Central Plain of Australia. The plains are not quite level, but rise very gently from the bed of the Darling eastward towards the Great Dividing Range and westward towards the South Australian border. Only a few trifling elevations occur, but in the centre the Cobar plain, 150 miles wide, stretches for 300 miles in a north-westerly direction towards the Darling River, its altitude ranging from 500 feet to 1,000 feet above sea level. Owing to scanty rainfall the plains are devoid of forests.

The plains are watered by the rivers of the Murray-Darling system; the Darling and its tributaries are liable to considerable shrinkage in periods of dry weather; but, on the other hand, in wet seasons, these streams overflow their banks and flood the surrounding country for miles, producing a luxuriant growth of grasses.

The surface of the plains consists of fertile red and black soils, the former being particularly rich in plant food. The black soil formations represent the silted-up channels of old rivers which, when flooded, spread a fertile

silt over the surrounding district. The black soil plains occupy large areas along the middle courses of the Macquarie, Castlereagh, Namoi, and Gwydir Rivers.

Several portions of the plains are distinguished by special names, such as the Liverpool Plains, between the Peel and Liverpool Ranges; the Riverina, stretching northward from the Murray and intersected by a network of streams; the Bulloo Plain, between the Paroo River and the Grey and Barrier Ranges; the Bland, between Cootamundra and Lake Cowal; and the Pilliga Scrub, between Narrabri and Coonabarabran. The name Western Plains is applied generally to the Western Division as shown on the map in the frontispiece, while the plain country of the Central Land Division is referred to as the Central Plains, the southern portion receiving the special name Riverina.

Particulars relating to the economic condition and settlement of the various divisions of the State are published in the chapter "Rural Settlement" of this Year Book.

Mountains.

The mountains of New South Wales may be classified in two main groups—the Great Dividing Range with its coastal spurs, and the ranges of the interior.

The Great Dividing Range is the name given to a continuous chain of highlands stretching along the whole eastern portion of Australia. In a strict acceptance of the term the portion within New South Wales is not a range of mountains, but a succession of extensive plateaux. Except for a westerly bend skirting the valley of the Hunter River, it runs for the most part parallel to the coast-line, and a number of lateral spurs branch from either side.

Proceeding from north to south, the names distinguishing the various portions of the Great Dividing Range in New South Wales are:—Macpherson, New England, Liverpool, Main or Blue Mountain, Cullarin, Gourrock, Monaro, and the Munióng Ranges.

The Northern Tableland, comprising principally the highlands known as the New England Range, is the largest positive physical feature of the State. It has a considerable area at a greater altitude than 4,000 feet, and its highest point, Ben Lomond, is 5,000 feet above sea level. The highest parts of the Great Dividing Range are situated in the extreme south of the State, and are known as the Munióng Range. Several peaks attain an altitude of about 7,000 feet, the highest being Mount Kosciusko (7,328 feet).

The other mountains of the State, representing the remnants of ancient ranges, possess little importance.

The Warrumbungle Range is practically a continuation of the Liverpool, extending in a north-westerly direction for a distance of nearly 100 miles. These mountains represent the denuded stumps of a series of volcanoes, which burst into activity near the shores of the old inland sea before it became silted up. The sandstone beds of the Warrumbungle Range form part of the intake beds of the great artesian basin.

Two ranges—the Barrier and Grey—of an average elevation of about 1,500 feet, and rising 800 feet above the surrounding plains, lie near the extreme west and north-west of the State. They form the western boundary of the vast depression through which the Darling River and its tributaries flow. The Barrier Range contains rich silver-lead deposits, and some of its rocks are possibly the oldest in Australia, if not in the world.

Rivers.

New South Wales does not possess any great rivers, and for this there are three main causes, viz., the position of the watershed; the absence of lofty peaks, whose snowy caps in melting might feed large streams; and the spasmodic, and unreliable nature of the rainfall in the western interior.

The Great Dividing Range, which constitutes the main watershed, has formed an absolute boundary between two river groups—the eastern or coastal, and the western—which are entirely distinct and possess dissimilar characteristics.

The coastal rivers flow east into the Pacific Ocean, and, on account of the proximity of the mountains to the ocean, the majority are short, rapid, independent streams; the Hunter (340 miles) and the Hawkesbury (335 miles) by reason of their winding courses are the longest. Generally, the rivers south of Sydney, where the coastal strip narrows considerably, are of less importance than those of the north.

The physical aspects of all the eastern rivers are similar. Their upper courses are amidst broken and mountainous country, and the lower basins consist usually of undulating land with rich alluvial flats. Where uncultivated, the land is densely timbered.

There are eight principal coastal rivers and numerous minor streams. Some are navigable for various distances; thus ocean-going vessels may proceed along the Richmond for 65 miles, the Clarence 45 miles, the Macleay and Manning 30 miles, and the Hunter 35 miles. Ocean-going vessels may penetrate the Hawkesbury for 70 miles, but the Shoalhaven is navigable for only 5 miles from its mouth.

The rivers of the western slope belong to the Murray-Darling system. The Gwydir, Namoi, Castlereagh, Macquarie, and Bogan discharge their waters into the Darling, which in turn carries them to the Murray, which receives also the waters of the Lachlan and Murrumbidgee. They drain an immense area, including the whole of the western portion of New South Wales, and large portions of Queensland and Victoria, and they discharge into the sea through a single mouth. In consequence of the gradual slope of the plain country, these rivers, unlike the coastal, are long, meandering, and slow in discharge. They wind for the most part through loose, absorbent soils, in which they have usually cut deep channels, which at times are full of heavily-charged, fast-moving water, of which they relieve their upper basins after heavy rains. On such occasions these streams are impressive rivers. Normally they have not a great volume of flow, being sluggish, shallow, clear streams flowing at the bottom of channels, as much as 30 feet below the ground level. Sometimes, in dry seasons, the flow ceases and there remains nothing but a chain of water-holes. These curious variations in the condition of the western streams are due to the following causes—the variableness of the rainfall at their sources, the small rainfall in their lower basins, the absence of large feeding streams, the great evaporation, and the absorbent nature of the soils, particularly over the artesian basin.

The most important river is the Murray, which forms part of the southern boundary of the State. It has a total length of 1,600 miles, of which 1,200 are within New South Wales, and along this course a more or less regular stream flows, fed by the snows of the southern highlands. For about seven months of the year the river is navigable as far as Wentworth for large riverboats, and for smaller craft as far as Albury. The Murrumbidgee, 1,050

miles in length, ranks next to the Murray in regularity and volume of flow. In its lower course it receives the Lachlan, 850 miles in length. The longest river in Australia is the Darling, which measures 1,760 miles, the total length from its source to the mouth of the Murray being 2,310 miles. The Darling flows across western New South Wales from north-east to south-west to join the Murray 150 miles from the South Australian border. It receives a number of rivers from South Queensland when their volume is sufficiently great, and in New South Wales receives successively the following rivers whose lengths are as shown:—Gwydir, 350 miles; Namoi, 430 miles; Macquarie, 590 miles; Castlereagh, 340 miles; and Bogan, 370 miles. Particulars of the water storage schemes in connection with these rivers are published in chapter "Water Conservation and Irrigation" of this Year Book.

Lakes.

The lakes of New South Wales are unimportant, but may be classified in five groups,—the coastal lakes or lagoons, those of the tablelands, and of the Western Plains, the lakes and tarns of the Kosciusko Plateau, and the great artificial lake at Burrinjuck used for irrigation purposes.

The coastal lakes have been described already.

The lakes of the tablelands owe their origin to volcanic and other geological disturbances of former ages, and nearly all are situated in the southern tableland. Lake George, sometimes termed the largest freshwater lake in New South Wales, occupies a depression in the Cullarin Range; it is fed by several small streams, but has no visible outlet. Except after a succession of wet seasons, the lake is shallow, its waters being lost by evaporation and by soakage through the slate formation of its bed. If full, Lake George would cover an area of 60 square miles, but in average seasons a large proportion of its bed is dry and is utilised for grazing stock. Lake Bathurst lies in a circular depression about 7 square miles in area, 10 miles east of Lake George. Both lakes are situated more than 2,000 feet above sea level.

The lakes of the Western Plains occur usually along the courses of the western rivers. They are mostly natural shallow depressions of considerable extent, which are filled during floods by the overflow of the rivers. Like the western rivers, these lakes vary with the seasons, presenting an appearance of great size in wet seasons, and dwindling to a succession of ponds and mud basins in continued dry weather, but they serve a useful purpose in dry seasons by maintaining the flow of the rivers below the lakes for some months after the upper courses become dry.

Along the Darling River the largest lake beds on the right bank are:—Narran, above Brewarrina; Cawndilla, Menindie, and Tandon, near Menindie; and, on the left bank, Gungahlin in the Wilcannia district.

Within the Lachlan basin the most important are Lake Cowal, which is situated about 40 miles from Forbes, receiving the drainage of the Bland Plain and the overflow of floodwaters from the Lachlan River; and Lake Cudgellico, which also receives the floodwaters of the Lachlan in wet seasons.

Lake Victoria, on the right bank of the Murray River, in the south-western corner of New South Wales, is connected with the Murray by Frenchman's Creek. It covers an area of 26,000 acres, and holds 17,000,000 cubic feet of water when full. It has been selected as the site of a reservoir in connection with the River Murray Irrigation Scheme.

The Kosciusko Lakes are due to the formation of barriers of moraine material left behind by glaciers. They are situated about 6,000 feet above sea-level. The principal are the Blue Lake, Lake Albina, Cootapatamba and Club Lakes, and Hedley Tarn.

The Burrinjuck Dam, near the head of the Murrumbidgee River, is a large lake covering 12,740 acres, with a capacity of 33,612,000,000 cubic feet of water impounded by a retaining wall 240 feet in height. Its outlet is by the Murrumbidgee River, whose flow is regulated thereby to meet the needs of an extensive irrigation area on its bank 240 miles below the dam.*

Mineral Springs.

Mineral springs of varied composition are found in many parts of the State; in some cases the waters have been marketed as table-waters, and some are of medicinal value. Such springs occur at Mittagong, Ballimore, Rock Flat, Bungonia, Jarvisville, and Yarrangobilly.

TRANSPORT AND COMMUNICATION.

The problem of establishing an efficient system of transport in New South Wales is rendered difficult by several causes, viz., the existence of a belt of rugged highlands comparatively near the coast readily passable at only a few points; the consequent difficulty in connecting the coast with the interior; the absence of navigable rivers and waterways; and the scattered nature of the settlement.

The rugged approaches to the Great Dividing Range defied the efforts of explorers until 1813, when an expedition succeeded in crossing the mountains, and the first road over the range was opened in 1815. Shortly afterwards a way was discovered across the mountains in the vicinity of Lake George, near the spot where Goulburn now stands. These routes remained the easiest lines of communication with the interior to the west and south, and when railways were built they followed the roads. Strangely enough, the only real gap in the mountains, situated opposite Newcastle, and discovered by Cunningham in 1825, has not yet been utilised for traffic. The Great Northern Railway traversed the mountains by way of a higher gap at Murrurundi. The interior is connected with the sea by rail at only two points—Sydney and Newcastle.

The early policy of government made Sydney the centre of the whole settlement commercially as well as politically. With its advantageous situation on an unrivalled natural harbour, it became from the earliest times the point from which the roads radiated, and to which trade and commerce were drawn, despite the facts that its immediate district was not well adapted for agriculture and that access to the fertile interior was impeded by difficult mountains. In point of situation Port Stephens and Jervis Bay, excellent natural harbours situated respectively 85 miles north and 82 miles south of Sydney, are both qualified to constitute commercial outlets for the interior, and this remark applies with especial force to Port Stephens, which is the most central port of the State and has the advantage of large coal supplies in close proximity. The development of this port is urged strongly as part of a decentralisation scheme, and it is probable that Jervis Bay also will become a shipping centre when it is opened up in connection with the establishment of the Federal capital at Canberra. There is not a good harbour north of Port Stephens; and Twofold Bay, on the far South Coast, is probably too difficult of access from the interior to develop into an oversea shipping port.

* See Chapter "Water Conservation and Irrigation."

Railway, shipping, postal, cable and telegraphic services all have their centre in Sydney, which with its environs contains nearly one-half of the population of the State.

Localities such as the southern Riverina, the Broken Hill district, and the far North Coast, which are not yet connected by rail with the metropolis, find their outlet in other States, but the New South Wales lines are being extended in these districts.

In view of its vast open spaces, New South Wales is specially adapted for aviation; air routes between Sydney and the capital cities of other States have been prepared and other work in connection with the organisation of air services is in progress.

Particulars regarding the systems of transport and communication in New South Wales are given in other chapters of this volume, namely, Railways, Local Government, Post and Telegraphs.

GEOLOGY, FAUNA, FLORA.

A description of the geological formation of New South Wales, the fauna and the flora, was published in the 1921 issue of this Year Book.

CLIMATE.

NEW South Wales is situated entirely in the temperate zone, and its climate is mild and equable, being free from extremes of heat and cold. Abundant sunshine is experienced in all its seasons, and this factor exercises a strong influence on the lives and character of the people. In the capital city an average of only twenty-three days per year are without sunshine, and the average range between the hottest and coldest months is only about 17° Fah. In the hinterland there is even more sunshine, and the range of temperature is greater, but observations with the wet bulb thermometer show that the temperature is not maintained at so high a level as to be detrimental to the health and physique of persons engaged in outdoor labour in any part of the State.

Practically the whole of New South Wales is subject to the bracing influence of frosts during five or more months of the year, but although snow has been known to fall over nearly two-thirds of the State, its occurrence is comparatively rare except in the tableland districts. Perennial snow is found only on the highest peaks of the southern tableland.

The seasons are not so well defined in the western interior as on the coast, but are generally as follow:—Spring during September, October, and November; summer during December, January, and February; autumn during March, April, and May; winter during June, July, and August.

Meteorological Observations.

Meteorological observations in New South Wales are directed from Sydney as the centre of a subdivision of Australia, which includes the greater part of New South Wales. A special climatological station is maintained also at Dubbo, and there are many reporting stations throughout the State. Bulletins and weather charts are issued daily from the Meteorological Bureau, and rain maps and isobaric charts are prepared.

Particulars of meteorological observations at various stations in New South Wales are published annually in the Statistical Register of New South Wales. In some cases rainfall records from the year 1860 are given.

Signals are displayed in Sydney to give warnings of storms and to indicate fair weather, rain, and cold or heat waves; forecasts are telegraphed daily to towns in country districts, and the city forecasts are published in the early editions of the press. Special forecasts regarding cyclonic conditions are issued to the press and to the Commonwealth and State Departments of Navigation; this arrangement enables precautions to be taken in regard to shipping. Flood warnings also are given in urgent cases.

Winds.

The weather in New South Wales is determined chiefly by anticyclones, or areas of high barometric pressure, with their attendant tropical and Antarctic depressions, in which the winds blow spirally outward from the centre or maximum. These anticyclones pass almost continuously across the face of the continent of Australia from west to east, and the explanation of the existence of such high-pressure belts lies probably in the fact that this area is within the zone in which polar and equatorial currents meet and circulate for some time before flowing north and south. The easterly movement depends on the revolution of the earth.

A general surging movement occasionally takes place in the atmosphere, sometimes towards, and sometimes from, the equator. The movement

causes sudden changes in the weather—heat when the surge is to the south, and very cold weather when it moves towards the equator. Probably these sudden displacements of the air systems are due to thermal action, resulting in expansion or contraction in the atmospheric belts to the north and south of Australia.

New South Wales is peculiarly free from cyclonic disturbances, although occasionally a cyclone may result from monsoonal disturbances, or may reach the State from the north-east tropics or from the Antarctic low-pressure belt which lies to the south of Australia.

In the summer months the prevailing winds on the coast of New South Wales blow from the north, with an easterly tendency which extends to, and in parts beyond, the highlands; in the western districts the winds are usually from the west. Southerly winds, which are characteristic of the summer weather on the coast, occur most frequently during the months from September to February, and between 7 p.m. and midnight. These winds, which blow from the higher southern latitudes, cause a rapid fall in temperature, and are sometimes accompanied by thunderstorms.

During winter, the prevailing direction of the wind is westerly. In the southern areas of the State the winds are almost due west, but proceeding northwards there is a southerly tendency, while on reaching latitudes north of Sydney the direction is almost due south. When they reach the north-eastern parts of the State, these winds are deflected in a westerly direction, and are merged in the south-east trade winds north of latitude 30°. During the cold months of the year, Australia lies directly in the great high-pressure stream referred to previously, and the high pressure when passing over the continent tends to break up into individual anti-cyclonic circulations.

Rainfall.

New South Wales is dominated by two rain belts—the tropic and the Antarctic. The amount of rainfall varies very greatly over the wide expanse of territory, the average decreasing from more than 80 inches per annum in the north-eastern corner to less than 7 inches in the north-western corner. This vital factor plays a very powerful part in determining the character of settlement.

Generally, the wet season extends over the first six months of the year, although occasionally the most serviceable rains occur in the spring. The coastal districts receive the heaviest falls, ranging from 30 inches in the south to 80 inches in the north. Despite their proximity to the sea, the mountain chains are not of sufficient elevation to cause any great condensation; so that, with slight irregularities, the average rainfall gradually diminishes towards the north-western limits of the State.

An approximate classification of areas in New South Wales (including the Federal Territory) in accordance with the average annual rainfall shows the following distribution:—

Annual Rainfall.	Area.		Proportion per cent. of total area.	Annual Rainfall.	Area.		Proportion per cent. of total area.
	Sq. Miles.	Acres.			Sq. Miles.	Acres.	
inches.				inches.			
Over 70	668	427,520	·2	20 to 30	77,202	49,409,280	24·3
60 to 70	1,765	1,129,600	·6	15 to 20	57,639	36,838,960	18·6
50 to 60	4,329	2,770,560	1·4	10 to 15	77,268	49,451,520	24·9
40 to 50	15,804	10,114,560	5·1	Under 10	44,997	28,798,080	15·0
30 to 40	30,700	19,648,000	9·9				
				Total ...	310,372	198,638,080	100·0

It is apparent that only 42 per cent. of the area of the State receives rains exceeding on the average 20 inches per year. Over the greater part of the State the annual rainfall varies on the average between 20 per cent. and 30 per cent. from the average, and continued periods of dry weather are not uncommon.

Three clearly defined seasonal rain-belts cut diagonally across the State from west to east with a southerly incline. A winter rain region, which includes the southern portion of the Western Plains and about two-thirds of the Riverina, is bounded on the north by a direct line from Broken Hill to Wagga with a curve around Albury. A summer rain region, including the whole of the northern subdivisions, is bounded on the south by a line which waves regularly, first south and then north of a direct line from the north-western corner of the State to Newcastle. Between these, where the two dominating rain-belts merge, there extends a region, including the central and south-eastern portions of the State, where the rains are non-seasonal. A narrow coastal strip between Nowra and Broken Bay receives most of its rain in the autumn.

The chief agencies causing rainfall are Antarctic depressions, monsoonal depressions, and anticyclonic systems. Antarctic depressions are the main cause of the good winter rains in the Riverina and on the South-western Slope. A seasonal prevalence of this type of weather would cause a low rainfall on the coast and tablelands, and over that portion of the inland district north of the Lachlan River. A monsoonal prevalence ensures a good season inland north of the Lachlan, but not necessarily in eastern and southern areas. An anticyclonic prevalence results in good rains over coastal and tableland districts, but causes dryness west of the mountains.

The distribution of rainfall is dependent on three factors—(1) the energy present in the atmospheric systems, (2) the rate of movement of the atmospheric stream, and (3) the prevailing latitudes in which the anticyclones are moving.

Evaporation.

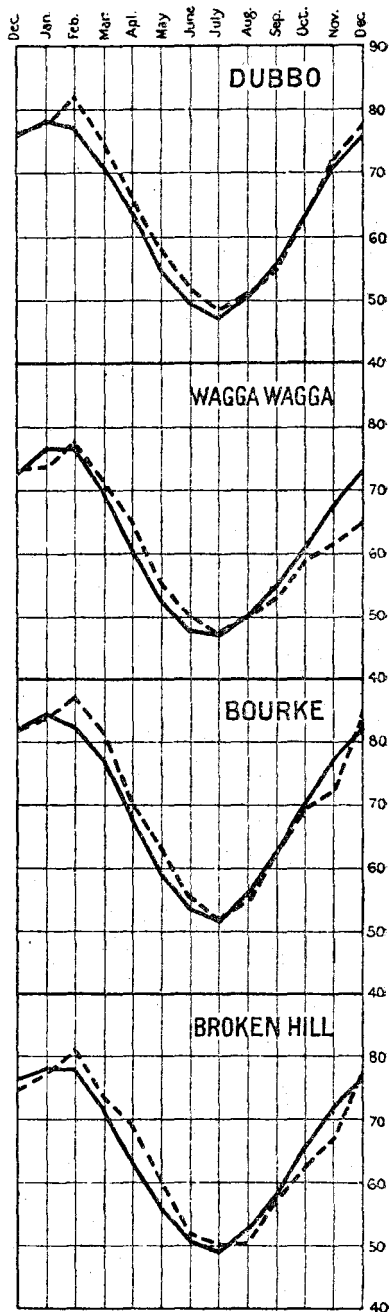
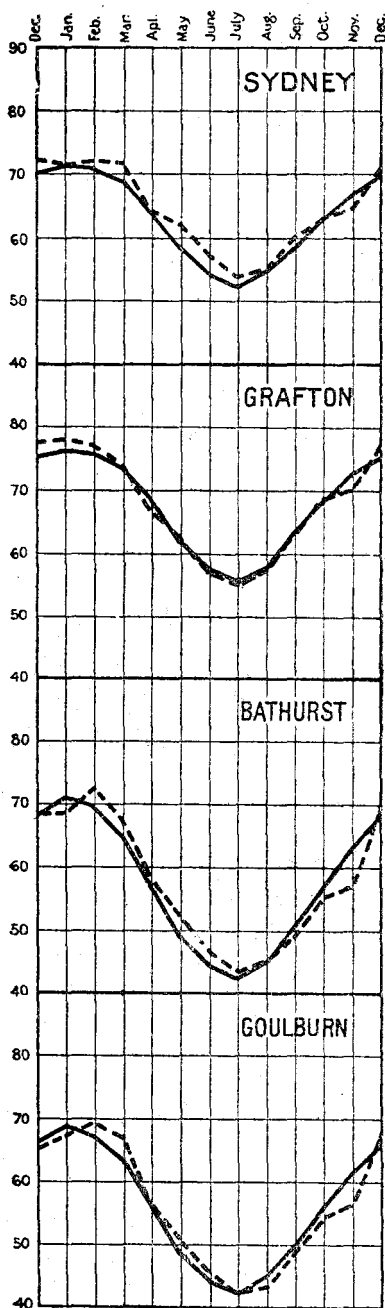
Investigations are being made in order to gauge the amount of evaporation in New South Wales, and it has been found that the amount of evaporation is so great as to make it a climatic element only second in importance to rainfall in its influence on the State. Results so far obtained show that the rate of evaporation (measured by the loss from exposed water) increases from 40 inches per annum on the coast to nearly 100 inches in the north-western corner of the State, that is, the amount of evaporation is inversely related to the rainfall of the respective districts. Indeed, only on a small coastal patch in the north-eastern corner does the rainfall exceed the evaporation measured as above. This fact sheds light on the special needs of New South Wales in conserving surface water and soil moisture not only for successful agriculture, but also in connection with pastoral pursuits.

CLIMATIC DIVISIONS.

The territory of New South Wales may be divided into four climatic divisions, which correspond with the terrain—the Coast, the Tablelands, the Western Slopes of the Dividing Range, and the Western Plains.

The northern parts of the State are generally warmer than the southern, the difference between the average temperatures of the extreme north and south being about 7° on the coast, 5° on the tablelands, and 6° on the slopes and plains. It should be noted, however, that the length of the State decreases from nearly 700 miles on the coast to about 340 miles on the western boundary. From east to west the average mean annual temperatures vary little except where altitudes are different, but usually the summer

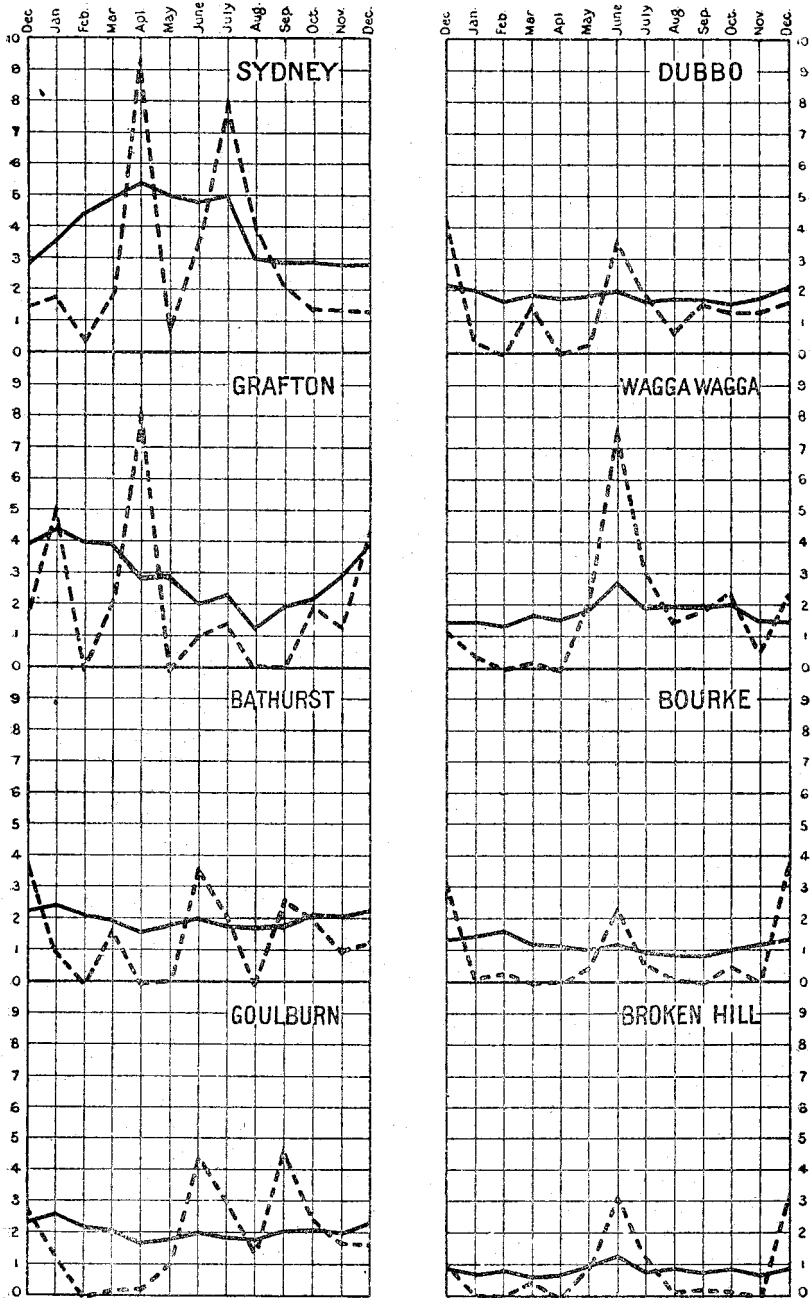
MEAN MONTHLY TEMPERATURE.



Continuous Line shows Mean Monthly Temperature in shade (Deg. Fah.) over a series of years.

Dotted Line shows Mean Monthly Temperature (Deg. Fah.) from December, 1922, to December, 1923.

MONTHLY RAINFALL.



Continuous Line shows Average Monthly Rainfall (inches) over a series of years.

Dotted Line shows Actual Monthly Rainfall (inches) December, 1922, to December, 1923.

is hotter and the winter colder in the interior than on the coast. Thus at Sydney the average temperatures range from 71° in summer to 54° in winter, as compared with 76° in summer and 51° in winter at Wentworth in the same latitude in the western interior. Similar variations are found in the north. The mean daily range at any station is seldom more than 30° or less than 13°.

Coastal Division.

In the Coastal Division, which lies between the Pacific Ocean and the Great Dividing Range, the average rainfall is comparatively high and regular, and the climate, though more humid, is generally milder than in the interior.

The following table shows the meteorological conditions of the principal stations in the Coastal Division, arranged in the order of their latitude. These stations are representative of the whole division, and the figures are the average of a large number of years:—

Station.	Least Distance from East Coast.	Altitude.	Temperature (in Shade).						Rainfall— Mean Annual.
			Mean Annual.	Mean Summer.	Mean Winter.	Mean Daily Range.	Highest.	Lowest.	
	miles.	feet.	°	°	°	°	°	°	inches.
<i>North Coast—</i>									
Lismore. ...	13	52	66·7	75·0	56·7	22·4	113·0	23·0	50·77
Grafton ...	22	40	67·8	76·2	57·6	24·7	114·0	24·9	38·17
<i>Hunter and Manning—</i>									
Singleton ...	40	135	64·1	76·1	52·1	20·3	113·9	22·0	28·41
West Maitland ...	18	40	64·4	74·7	53·2	21·4	114·0	28·0	33·86
Newcastle ...	1	34	64·6	72·2	55·5	14·9	110·5	31·0	45·95
Sydney ...	5	146	63·2	71·1	54·0	13·8	108·5	35·9	47·74
<i>South Coast—</i>									
Wollongong ...	0	54	63·0	70·2	54·8	17·0	106·0	33·6	44·66
Nowra ...	6	30	62·8	71·1	54·0	19·9	110·0	32·6	38·82
Moruya Heads ...	0	50	61·0	67·9	53·0	18·3	114·8	22·6	34·82
Bega ...	8	50	60·0	69·0	49·9	26·5	109·0	20·0	33·48

Taking the coast as a whole, the difference between the mean summer and mean winter temperature is about 19° only.

The North Coast districts are favoured with a warm, moist climate, the rainfall being from 40 to 80 inches annually. The mean temperature for the year is from 66° to 69°, the summer mean being 75° to 77°, and the winter mean 56° to 59°. On the South Coast the rainfall varies from 30 to 60 inches, and the mean temperature ranges between 60° and 63°, the summer mean being from 66° at the foot of the ranges to 70° on the sea coast, and the winter from 48° to 55° over the same area.

Coastal rains come from the sea with both south-east and north-east winds, being further augmented in the latter part of the year by thunderstorms from the north-west.

Sydney is situated on the coast half-way between the extreme northern and southern limits of the State. Its mean annual temperature is 63° Fahrenheit. The mean range is only 17°, calculated over a period of sixty-five years, the mean summer temperature being about 71°, and the mean winter temperature 54°.

The following table shows the average meteorological conditions of Sydney, based on the experience of the sixty-five years ended 1923:—

Month.	Hourly Average Reading of Standard Barometer, corrected to 32° Fah.; Standard Gravity and Mean Sea Level.	Temperature (in shade).			Rainfall.			
		Mean Standard.	Average Reading of Maximum Thermometer.	Average Reading of Minimum Thermometer.	Average.	Greatest.	Least.	Average number of days Rain.
		°	°	°	inches.	inches.	inches.	
January ...	29.899	71.6	78.4	34.9	3.64	15.26	0.42	14.1
February..	29.946	71.2	77.5	64.9	4.36	18.56	0.34	13.8
March ...	30.011	69.3	75.7	62.9	4.93	18.70	0.42	14.8
April ...	30.076	64.6	71.2	58.1	5.39	24.49	0.06	13.4
May ...	30.079	58.8	65.3	52.2	5.08	23.03	0.18	14.9
June ...	30.055	54.6	60.9	48.3	4.82	16.30	0.19	12.5
July ...	30.073	52.6	59.3	45.9	5.02	13.21	0.12	12.6
August ...	30.070	55.0	62.5	47.5	3.03	14.89	0.04	11.4
September	30.006	59.2	66.9	51.5	2.90	14.05	0.08	12.0
October ...	29.971	63.5	71.2	55.8	2.93	11.14	0.21	12.5
November	29.938	67.1	74.5	59.6	2.81	9.89	0.07	12.3
December	29.881	70.2	77.3	63.0	2.83	15.82	0.23	12.9
Annual ...	30.000	63.2	70.1	56.2	47.74	82.76	23.01	157.2

Tablelands.

On the Northern Tableland the rainfall is consistent, ranging from 30 inches in the western parts to 40 inches in the eastern. The temperature is cool and bracing, the average for the year being between 56° and 60°; the mean summer temperature lies between 67° and 72°, and the mean winter between 44° and 47°. The Southern Tableland is the coldest part of the State, the mean annual temperature being about 56°. In summer the mean ranges from 56° to 70°, and in winter from 33° to 44°. At Kiandra, the elevation of which is 4,640 feet, the mean annual temperature is 44.4°. Near the southern extremity of the tableland, on the Snowy and Munnion Ranges, the snow is usually present throughout the year.

The statement below shows, for the Tableland, similar particulars to those already given for the Coastal Division:—

Station.	Least Distance from East Coast.	Altitude.	Temperature (in Shade).						Rainfall— Mean Annual.
			Mean Annual.	Mean Summer.	Mean Winter.	Mean Daily Range.	Highest.	Lowest.	
<i>Northern Tableland—</i>	miles.	feet.	°	°	°	°	°	°	inches.
Tenterfield ...	80	2,827	58·6	68·7	46·9	24·2	101·0	18·0	31·98
Inverell ...	124	1,980	59·6	71·2	47·0	29·6	105·5	14·0	30·14
Glen Innes ...	90	3,518	56·2	66·8	44·3	24·5	101·4	16·0	31·39
<i>Central Tableland—</i>									
Cassilis (Dalkeith) ...	120	1,500	60·1	72·0	47·5	24·4	109·5	19·0	23·18
Mudgee ...	121	1,635	60·0	72·4	47·0	28·5	108·0	15·0	25·44
Bathurst ...	96	2,200	57·2	69·7	44·3	27·9	112·9	13·0	23·78
Katoomba ...	58	3,349	53·8	63·2	43·2	15·3	98·0	26·5	35·14
<i>Southern Tableland—</i>									
Crookwell ...	81	2,000	52·8	63·9	41·3	22·1	100·0	20·0	32·38
Goulburn ...	54	2,129	56·1	67·8	44·1	23·6	111·0	13·0	24·83
Yass ...	92	1,657	57·2	70·2	44·9	24·4	108·0	21·0	24·15
Kiandra ...	88	4,640	44·4	55·7	32·6	20·8	91·0	⁴ below zero	64·51
Bombala ...	37	3,000	52·9	63·1	42·0	24·2	100·5	17·0	23·43

Western Slopes.

On the Western Slopes the rainfall is distributed uniformly, varying from 20 inches in the western parts to 30 inches in the eastern; the most fertile part of the wheat-growing area of the State is situated on the southern part of these slopes, where the average rainfall is about 25 inches. The mean annual temperature ranges from 68° in the north to 59° in the south; in the summer from 81° to 73°, and in the winter from 53° to 46°.

North of the Lachlan River, good rains are expected from the monsoonal disturbances during February and March, although these may come as late as May, and at times during the remainder of the year. These monsoonal or seasonal rains are caused by radiation in the interior of Australia during the summer months, when the heat suspends the moisture accumulated chiefly from the Southern Ocean.

In the Riverina district, south of the Murrumbidgee generally, and on the South-western Slopes, fairly reliable rains, light but frequent, are experienced during the winter and spring months.

The next statement gives, for the principal stations on the Western Slopes, information similar to that shown for Coast and Tablelands:—

Station.	Least Distance from East Coast.	Altitude.	Temperature (in Shade).						Rainfall— Mean Annual.
			Mean Annual.	Mean Summer.	Mean Winter.	Mean Daily Range.	Highest.	Lowest.	
<i>North Western—</i>	miles.	feet.	°	°	°	°	°	°	inches.
Moree ...	204	680	67·5	80·2	53·4	29·0	117·0	24·0	23·28
Bingara ...	153	1,200	64·2	77·1	50·4	28·7	112·5	16·0	30·81
Quirindi ...	115	1,278	61·8	74·0	48·4	30·1	107·6	13·0	27·50
<i>Central Western—</i>									
Dubbo ...	177	863	63·6	77·4	49·5	27·9	115·4	16·9	21·82
<i>South Western—</i>									
Young... ..	140	1,416	59·4	72·9	46·2	25·3	109·0	21·9	25·14
Wagga Wagga ...	158	615	62·0	75·7	48·8	25·3	116·8	22·0	21·37
Urana... ..	213	400	63·2	76·6	49·4	26·6	113·0	27·0	17·12
Albury ...	175	531	60·8	74·3	47·8	27·1	117·3	19·9	27·74

Western Plains.

The Western District consists of a vast plain, its continuity being broken only by the Grey and Barrier Ranges. Owing to the absence of mountains in the interior, the annual rainfall over a great part of this division, which lies in the zone of perpetual high pressure, does not exceed 10 inches. It increases from 7 inches on the western boundary to 10 and 15 inches along the Darling River, and 20 inches on the eastern limits. The mean annual temperature ranges from 69° in the north to 62° in the south; in the summer from 84° to 75°, and in the winter from 54° to 49°.

The summer readings of the thermometer in this district are from 10° to 20° higher than those on the coast. Excessive heat is experienced occasionally, and with many summers intervening, its occurrence in all probability being due to a temporary stagnation in the easterly atmospheric drift. Under normal conditions, air entering Western Australia with a temperature of 70° or 80° would accumulate only 20° to 25° by contact with the radiation from the soil during its passage across the continent.

The winter, with an average temperature over 49°, accompanied by clear skies and an absence of snow, leaves little to be desired from the standpoint of health; while, owing chiefly to the dryness of the climate, these inland regions produce merino wool of the highest quality.

The meteorological conditions of the Western Plains and the Riverina division will be seen from the following statement, corresponding to those given already for the other divisions of the State:—

Station.	Least Distance from East Coast.	Altitude.	Temperature (in Shade).							Rainfall— Mean Annual.
			Mean Annual.	Mean Summer.	Mean Winter.	Mean Daily Range.	Highest.	Lowest.		
	miles.	feet.	°	°	°	°	°	°	inches.	
Brewarrina	345	430	68·6	82·4	53·8	26·7	120·0	28·0	15·31	
Bourke	386	350	69·2	83·5	54·1	27·5	127·0	25·0	13·74	
Wilcannia	473	246	66·5	80·2	52·3	26·2	120·8	21·8	10·00	
Broken Hill	555	1,000	64·7	77·7	51·4	23·2	115·9	28·5	9·99	
Condobolin	227	700	65·2	78·9	51·2	26·9	115·0	20·0	16·97	
Wentworth	478	144	63·8	76·5	51·6	24·5	117·0	21·0	12·09	
Hay	309	291	63·1	76·0	50·3	26·8	117·3	22·9	14·17	
Deniliquin	287	268	62·0	74·7	49·6	25·1	116·5	22·0	16·17	

OBSERVATORY.

Sydney Observatory, lat. 33° 51' 41·1" south, long. 151° 12' 23·1" east, established in the year 1856, is a State institution. The work of the Observatory is astronomical and the principal instruments are the transit circle, astrograph, equatorial, and seismograph. Owing to the unsuitableness of the atmosphere in Sydney the astrograph has been removed to Pennant Hills. The principal scientific work is the determination of the position, distribution, and movement of stars in the region allotted to Sydney (viz., 52° to 65° south declination) in the great international scheme. In

addition, occasional observations, such as those of comets, are made with the equatorial, and systematic records of earth tremors are sent to the Earthquake Committee of the British Association for the Advancement of Science. Practical work embraces the determination and notification of the standard time of the State; correspondence of an educational nature on astronomical matters, and day and evening reception of visitors interested in astronomy.

STANDARD TIME.

The mean time of the 150th meridian of east longitude, or 10 hours east of Greenwich, has been adopted as the standard time in New South Wales. In the district of Broken Hill, South Australian standard time is generally observed, viz., $142\frac{1}{2}^{\circ}$ of east longitude, or 9 hours 30 minutes east of Greenwich. In the States of Queensland, Victoria, and Tasmania, the standard time is the same as in New South Wales. In Western Australia the standard time is the 120° of east longitude, or 8 hours east of Greenwich.

TIDES.

A self-recording tide-gauge has been in operation at Fort Denison, in Port Jackson, since 1867. The tidal datum adopted is Low Water, Ordinary Spring Tide. Taking this as zero, the mean sea-level is 2.52 feet; ordinary low water, 0.78 feet; ordinary high water, 4.20 feet; and the mean daily range is 3 feet 5 inches. The lowest tide was recorded on 16th July, 1916, when the gauge fell 1 foot 3 inches below datum. The highest tide was recorded on 26th May, 1880, viz., 7 feet $6\frac{1}{2}$ inches; in 1876 the gauge recorded 7 feet $4\frac{1}{2}$ inches on 22nd June, and 7 feet 3 inches on 21st July. On 3rd August, 1921, the gauge registered 7 feet 2 inches, and on that day occurred the greatest tidal range on record— 6 feet $9\frac{1}{2}$ inches.

At Port Hunter the average rise and fall of ordinary tides is 3 feet 3 inches, and of spring tides 5 feet $4\frac{1}{2}$ inches; the greatest range being 6 feet 5 inches. The highest tide registered was 7 feet 4 inches in May, 1898.

On the coast the average rise of spring tides is 5 feet 6 inches approximately.

HISTORY.

THE name "New South Wales" was given to the whole of the eastern part of Australia in 1770 probably by Captain Cook, and for a short period (1814 to 1840) the distant islands of New Zealand were among the dependencies of the colony founded at Port Jackson in 1788.

The early history of New South Wales traces its transition from a Crown Colony, used as a penal settlement, to a self-governing dominion through a period of sixty-eight years. This period was marked by a process of division of its huge area, nearly half the size of Europe, into six smaller political units and by a slow development of settlement carried out, often in defiance of the Government, by the few hardy pioneers who crossed the world to make their homes in this new land of the antipodes. How slow was this development can be appreciated best by contrast with the phenomenal expansion of the United States of America, which already, by 1856, had a population as great as that of the United Kingdom and 100 times greater than that of New South Wales.

New South Wales inherited current British traditions of government and public institutions, and in 1856 received a flexible frame of government on the English model. The democratic spirit natural in a new land moulded the political constitution and the form of society on modern principles of equality without any bitter struggle for freedom. This fact, combined with the absence of virile native races and of foreign aggression, has rendered the history of the State unusually placid, so that its development, at all events until the European War (1914-18), was moulded almost entirely by economic factors.*

The following statement indicates chronologically the main events in the development of the State up to the introduction of responsible government in 1856:—

- 1770. Captain Cook discovered the eastern coast of Australia.
- 1788. First settlement founded.
- 1791. First grant of land to settlers.
- 1793. Free immigrants arrived.
- 1794. Settlement established on the Hawkesbury River.
- 1795. First plough introduced.
- 1797. Merino sheep imported. Coal discovered at Coal Cliff and Port Hunter.
- 1801. Hunter River coal mines worked.
- 1803. First newspaper published (*Sydney Gazette*).
- 1805. MacArthur began sheep farming at Camden.
- 1807. Merchantable wool first exported (245 lb.).
- 1813. Blue Mountains crossed.
- 1814. Civil Law Courts created. New Zealand proclaimed a dependency of New South Wales.
- 1815. Settlement founded on Bathurst Plains.
- 1817. Exploration of interior begun.
- 1821. Settlement at Port Macquarie.
- 1823. First Constitution. Trial by jury instituted.
- 1824. Censorship of press abolished.
- 1825. First land regulations issued. Tasmania practically separated from New South Wales. Boundary of New South Wales moved westward.
- 1827. Colony became self-supporting.

* A brief review of the expansion of population, and of rural settlement, will be found in later parts of this Year Book, and of the early forms of Government in the Year Book for 1921.

- 1828. Second Constitution. All English laws applicable to New South Wales brought into force. Assisted immigration introduced. Richmond River discovered.
- 1831. First land sales.
- 1834. Settlement established at Twofold Bay.
- 1836. Religious equality established. South Australia founded as a separate colony.
- 1838. Assignment of convicts ceased.
- 1840. Transportation of convicts to New South Wales abolished. New Zealand separated from New South Wales.
- 1842. Third Constitution—Representative Government. Settlement at Moreton Bay proclaimed.
- 1843. Financial crisis.
- 1851. Gold discovered. Victoria separated from New South Wales.
- 1852. First trade union formed. Sydney University opened.
- 1855. First railway built.
- 1856. Fourth Constitution—Responsible Government.

1856-1872.

The Constitution Act of 1856 conferred a system of government, closely modelled on that of the United Kingdom, upon a community of one-quarter of a million people in a territory (omitting Queensland) two and a half times as large as the United Kingdom. Of this community one-third had newly arrived in the gold rushes; of the remainder few had been born in the country, and a considerable proportion had unenviable antecedents. With the continuance of gold finds, a very rapid proportional growth of population set in, and in the next fifteen years the number of inhabitants doubled. It is not surprising, therefore, that in these circumstances and in the lack of an intimate knowledge of the workings of the machinery of parliamentary government the new administration was at first unstable and the times were somewhat lawless. In the first five years no less than seven Ministries held office and four Parliaments sat. But gradually the workings of the new constitution became smoother. Manhood suffrage and election by secret ballot were introduced in 1858, and at the first constitutional crisis in 1861, involving the fate of the Land Bills, the will of the electorates gained the recognised supremacy which it has since held.

The lawless instincts of certain elements of the population were excited in some measure by the turbulence of the gold rushes, and found expression in the anti-Chinese riots on the gold-fields of Lambing Flat in 1861; in a revival of bushranging from 1861 to 1867 after thirty years' quiescence; and in the wild scramble for land under the loosely enacted laws of 1861, which created bitter conflicts between free selectors and squatters, and left wide scope for malpractices such as "dummying" and blackmail.

But when the gold fever began to subside in the seventies many newcomers settled down as landholders, and sheep-raising rapidly became the stable industry of the State. The industrial depression of the sixties passed away, the new Government took firm control, and an era of prosperity and rapid progress began. With the separation of Queensland in 1859 the territory of New South Wales became confined within its present limits. Religious equality was consummated in 1862 by the abolition of State aid to religion, and in 1866 all schools receiving State aid were placed under Government control. The construction and working of railways was made almost exclusively a Government function, and lines were opened from Newcastle to Maitland (1857), from Sydney to Penrith (1862), and to Goulburn (1869). Telegraphic communication was established between Sydney, Melbourne, and Adelaide in 1858 and Brisbane in 1861, while the cable service to England was opened for business in 1872.

1872-1893.

Rapid as had been the disorderly progress since the discovery of gold, the country now settled down to orderly ways, and yet more rapid headway was made in the next twenty years. Although the activity in gold mining subsided, immigrants continued to arrive freely; but after reaching half a million in 1871, the population only attained the first million in 1887. Flocks grew, and New South Wales soon gained importance as one of the main sources of the world's supply of wool. Indeed, in 1891 the number of sheep in New South Wales reached its highest level. The tin-mining fields were opened in 1872, the richest silver-lead fields of the world were discovered at Broken Hill in 1883, and coal mining steadily increased in importance. This rapid expansion of the primary industries produced rapid expansion throughout the country. A vigorous policy of public works was initiated by the Government in 1872 and continued until 1885; during the period of twenty years under review nearly £50,000,000 was borrowed by the Government and expended upon developmental works, principally railways. Rail communication was established with Orange by 1877, and lines were extended to the southern border by 1883, and the northern by 1889. The first telephonic services were established in Sydney in 1880.

Some national ideals began to take definite shape, and settled policy in many provinces of government became the result. The duration of Parliament was limited finally to three years in 1874; the education question was decided in 1880, when a national system of secular and compulsory education for all children between the ages of 6 and 14 years was introduced; in 1888 the further influx of Asiatics was checked effectively, and the principle of "White Australia" firmly established. At the same time the serious difficulties of the community began to assume formidable proportions in the land and labour problems. Although the bitter struggle for the possession of land subsided as years passed, it was found that the policy of disposing of Crown lands by the free and easy methods of earlier years produced a pronounced shortage of land for settlement. Parliament was engaged frequently with the task of promoting genuine and closer settlement, and of reconciling the conflicting rights and interests of landholders and land seekers. The practice of securing possession of land by "dummying" was prohibited in 1875, and in 1884 stability of tenure was granted to pastoral lessees. In 1885 the present system of land administration by local land boards in land board districts and territorial divisions was introduced, placing the disposal of this most important national asset on an orderly basis, although the problem of promoting closer settlement remained unsolved.

The question of fiscal policy was a prominent issue at Parliamentary elections during this period, and a change of Government sometimes involved a reversal of existing tariff arrangements. Thus in 1874 customs taxes were abolished, except for a few specific duties on liquor and narcotics. A Protectionist tariff, introduced in 1886, was repealed in the following year, but was re-imposed in 1892, to be revoked four years later after a Free-trade Party had gained office.

Immigration from Europe to New South Wales was at no period nearly so great as to the United States, and during the period 1877-1886—the most active decade of immigration ever experienced in New South Wales—the net gain of population by migration was only 200,000. Yet, despite the vast territory of the State, people settled in the towns and city rather than in rural districts, with the consequence that the population steadily became urban rather than rural in character, and the predominant interests industrial in the narrow sense. This development largely determined the course of politics, and progress in the country, and its influence became clearly apparent in a growing industrial agitation. These years were

affected by frequent strikes, and in the late eighties the effects of industrial ferment apparent in other countries were marked by the spread of socialistic doctrines, the visit of propagandists advocating a new social order and the strong undercurrent of sympathy evinced in the cause of strikes abroad. In 1881 a Trade Union Act was passed removing all existing legal restrictions on combinations of workmen for industrial purposes. These events produced a very rapid growth in trade unionism, which became a most important factor in the economic life of the community, and had its counterpart among organisations of employers.

While these developments were proceeding the commercial prosperity began to show signs of weakening, and after 1885 the volume of trade contracted, the programme of public works was curtailed, and unemployment became rife. These circumstances further embittered industrial relationships, and in the prevailing discontent the efforts of the new unions to improve conditions of employment culminated in the maritime strike of 1890—one of the most momentous industrial events in the history of the State. The strike failed, and unionism began to turn its attention to parliamentary action to further its industrial aims. Recourse to political activity led to the development of a typically Australian form of unionism, and to the rise of the Labour Party as a power in Parliament; it induced a pronounced type of party government, characterised by pledges and “caucuses,” and a new cleavage of political interests was formed.

These important events were accompanied by the worst financial crisis experienced in the State. The industrial depression gradually became more severe after 1885, and a series of world financial upheavals, signalised by the Baring crisis of 1890 in England, served to aggravate local conditions. In 1893 the business failures and alarms of two years’ duration culminated in the suspension of payments by thirteen out of twenty-five local banks, with consequent disaster to the commerce and industry of the State. This severe experience was productive of much good. More discipline was introduced into the financial system, securities were more carefully scrutinised before acceptance, certain bogus institutions ceased to exist, the banks associated more closely, and an office was opened for daily clearances between banks.

Moreover, the withdrawal of English capital from local investments encouraged local saving and spontaneous internal development.

1894-1900.

After the financial crisis industrial depression became more acute; it was intensified by the continuance of low prices for wool, the withdrawal of British capital from local investments, a succession of bad seasons, and the diminution of Government expenditure from loans. Immigration practically ceased in 1893 and did not revive until 1905, unemployment became prevalent, conditions of employment ceased to improve, and some emigration was evident. At first a number of strikes occurred, with disaster to the strikers; trade unionism lost power and many unions decayed; but although the numerical strength of the Labour Party in Parliament decreased, it was sufficient to influence the passage of some most important industrial legislation and to effect a change of Government in 1899. This movement was consummated in 1901 by the enactment of provision for a system of compulsory industrial arbitration, which has had a most important influence on the subsequent economic development of the State. These matters and the important questions of federation and fiscal policy dominated politics. The decision in 1899 of the six Australian States to federate ultimately brought about a reversion from the virtual “free-trade,” adopted by the State Government in 1896, to “protection,” introduced by the Commonwealth Government in 1901. A policy of non-political control of appointments and promotion in the civil service was adopted in 1895.

Most important changes had gradually come about in the primary industries. Wheat-growing expanded steadily, until an export trade was established in 1898; refrigeration was applied to sea cargoes, and an important oversea trade in butter and frozen meat grew up. The prices realised for wool improved gradually after 1896, and as buyers continued to seek wool at its source, growers benefited by the speedy returns from Sydney wool sales. With these developments the industrial outlook brightened, and a period of remarkable prosperity opened.

1901-1910.

In these happy circumstances the Commonwealth of Australia came into being. The new Government was clothed with a wide range of powers, concurrent with those of the State Government, and in a number of important Federal matters, viz., customs, excise, defence, coinage, currency, bounties on production and export, naturalisation, extradition, post and telegraphs, lighthouses, quarantine, and certain minor matters it was given exclusive authority. Henceforward the activities of the Commonwealth were important factors in determining the course of State development. A policy of encouraging local manufactures was adopted in 1901, when, in October, uniform customs duties were imposed; a Federal High Court was established with a general appellate jurisdiction—in some cases final; in 1904 a Commonwealth Court of Conciliation and Arbitration was established with jurisdiction in interstate industrial matters.

With the introduction of a system of industrial arbitration, there set in more intense development in the political and industrial systems of the State, and an era of sectional combination to secure common objects. Trade unionism spread rapidly as workers combined to obtain the assistance of the Court of Arbitration in improving their working conditions. Employers organised in order to meet the situation unitedly, and an Employers' Federation was founded in 1903. In Parliament a new significance attached to party organisation, so that with the continued advocacy of solidarity, the pledge, party platform, party meetings and caucuses, the system sometimes called "machine politics" developed peculiarly local characteristics. These developments in the industrial and political spheres had their counterpart in the commercial world in the rapid growth of joint stock companies to handle business on a large scale, and in the formation of trusts and combines for the more effective prosecution of business. From time to time restrictive legislation was introduced.

Although the conflict of party interests became more strenuous, a new political and social consciousness seemed to awaken and marked progress was made. State assistance by pensions for indigent aged persons was provided in 1900 and for invalids in 1907; payment of compensation to workmen in cases of industrial accident was prescribed in 1910, and effective measures were taken in 1908 to abolish and prevent a system of sweating female and juvenile workers. An instalment of the principle of paying wages according to needs was introduced in 1905, and the first official estimate of the living wage was made in 1907. An Act to protect the property of married women (1897) was followed in 1902 by the introduction of the women's franchise. Education again became a topic of vital interest in the community, and, after a strong agitation, a series of far-reaching reforms were begun in 1904, including the introduction of free primary education in 1906 and of reforms in the syllabus, the training of teachers, and, after 1910, the enlargement of the system of secondary and University education.

This period was characterised by unsurpassed economic development, based upon the expansion of the rural industries and the improvement of

foreign markets for primary products. Immigration revived in 1905, new tenures of land were introduced, a system of State finance was established to assist settlers, the Murrumbidgee Irrigation Scheme was commenced, and the tenure of land in the Western Division was placed on a liberal basis. Moreover, Local Government, which after the adverse experiences of the premature system of the forties had been confined to a small number of towns, was extended in 1906 to include hitherto unincorporated districts as "shires" covering three-fifths of the area of the State.

1911-1914.

The period of prosperity, during which the State had regained its economic stability and the Federal Government had developed strength, was followed by a new movement towards assuming the responsibilities of nationhood. Much attention was devoted to schemes of local defence under the ægis of the Commonwealth Government. The nucleus of an Australian fleet was established, and a system of compulsory military training was inaugurated for home defence. A system of local coinage was introduced: the Federal Government took charge of the issue of bank notes; and the Commonwealth Bank of Australia was established. In 1911 wireless telegraphy was introduced, and the first aeroplane flight was made successfully.

Social progress continued, and the most important reforms in the primary system of education were followed by a wide extension of facilities for secondary and University education, State aid in the form of bursaries being provided in cases of financial disability. At the same time, the scope of the University was extended and provision made for an elective body of control; technical education received more attention, continuation schools and rural schools were established, and greater provision was made for medical attention to school children. The Government assumed greater responsibility in regard to housing by providing and carrying out schemes for garden suburbs, and by making advances to persons building homes. Baby clinics were opened, and maternity bonuses were instituted by the Federal Government to provide financial assistance at childbirth.

Each election after 1901 saw a greater proportion of pledged labour representatives returned to Parliament, particularly in the Federal Houses. Finally in 1910 the new party assumed office, both Federal and State, and since then has been either in charge of the Government or in direct opposition. Industrial problems constantly occupied the Legislature; much attention was given to matters of arbitration and to the problem of avoiding strikes and lockouts, which were constantly dislocating the course of industry. The principle of the "living wage" was established firmly and provision made for its regular determination. Prices, employment, and monopolies in restraint of trade were all matters of live interest, and were made subjects of close inquiry both State and Federal. The rise in the cost of living, which had been steady during the previous decade, proceeded more rapidly, and with it came the need for frequent re-adjustment of wages, which, coupled with questions of hours, union principles, and working conditions, led to continual agitation among the new working-men's organisations, which were of greater relative extent in New South Wales than in any other part of the world.

The land problem received further attention. A graduated land tax was imposed upon large estates by the Federal Government to induce closer settlement through their subdivision; additional tenures on a leasehold basis were created to stay the process of alienation; the Murrumbidgee Irrigation Scheme was advanced sufficiently to receive settlers, and an additional scheme on the Murray River was agreed upon.

1914-1920.

The outbreak of the European War in 1914 intruded a dominating external influence into a local situation fraught with great possibilities of economic and social progress. Although the principle of "business as usual" was at first widely urged, it was soon found that the dislocation of trade and the necessary mobilisation of the national resources to meet the demands of the times produced a re-adjustment of economic conditions and of political parties and policies which diverted the normal trend of development.

The successful prosecution of the war became the dominant issue, and the High Court decided early that the Commonwealth Government could do legally anything which might conduce to the successful prosecution of the war (subject, of course, to Imperial control). As a result wider powers were assumed in the Federal sphere than were exercised ordinarily in time of peace. A War Precautions Act placed power of issuing regulations in many important matters in the hands of the Federal Executive Government. A censorship of the press was established; trade and commerce were regulated closely to prevent trade with enemy countries and to secure adequate supplies of raw materials for the Imperial Government; investment and the import of luxuries were restricted in the interests of finance; unprecedented loans for war purposes were floated and subscribed on the local markets; prices were regulated, and comprehensive schemes of government control and marketing of primary products were initiated. Great numbers of men in the prime of life enlisted for war service, and large military encampments were maintained. Consequently production languished, but the phenomenal rise of prices due to war conditions and to the immense expenditure of money for war services and supplies created an air of artificial prosperity, which endured until the close of 1920.

Domestic politics were disrupted in 1916 on the issue of conscription for service abroad, which was submitted as a referendum to the people. The Labour Party, which held office in both State and Federal Governments, became sharply divided, and with the resultant expulsion from the Labour movement of conscriptionist members of Parliament, including the Premier and most members of the Cabinet, a new party distribution was effected and Labour lost office. The industrial ferment of previous years continued, and was increased by these events and by the failure of wages to rise as fast as the cost of living, although in many cases wartime profits were large. The discontent in certain sections was intensified by the imprisonment of a number of members of a well-known revolutionary body in connection with the outbreak of a series of disastrous fires in Sydney. The prevailing discontent finally burst out in 1917 into the most widespread strike in the history of the State. The strikers were, however, defeated by the introduction of loyalist workers from the country districts and from Victoria, and by the unyielding attitude of the Government, and much bitterness was engendered by the conflict.

This event led in the following year to renewed attempts to secure industrial peace. A Board of Trade was appointed, with power to promote amicable relationships between employers and employees and to declare regularly a living wage. This power was exercised in 1919 to review the whole problem of the cost of living, and a substantial increase in rates of wages resulted immediately.

But the close of the war and the sudden world-wide rise of prices to unprecedented heights led to yet greater economic disorder and to a recrudescence of industrial disputes. Amid the prevailing discontent, an election was held in 1920, under the system of proportional representation. The Labour Party was returned with a bare majority over the Nationalist and Progressive Parties on a policy of more effective price control, profiteering prevention, land legislation, and adjustment of finance.

Social and industrial progress continued. Further improvements were made in the system of education by providing for compulsory regular attendance of children of school age, by close supervision of private schools, the establishment of a Conservatorium of Music and a State Orchestra. All legal disabilities preventing women from holding public office or entering the learned professions were removed, the benefits of workmen's compensation were extended to all classes of workers, facilities for legal aid to poor litigants were provided, the State Housing Scheme was extended, a Fair Rents' Court was constituted, and through private subscription large funds were established for the care of soldiers and their dependents.

1921-

The remarkable boom in trade and commerce which followed closely upon the termination of the war showed signs of collapsing in New South Wales some months after the fall of prices had set in overseas. The resultant reversal of economic fortunes dominated all issues, and industrial and political problems centred around the re-adjustments necessary to meet the altered conditions. These problems were complicated by the stagnation of trade and industry, with the resultant unemployment. But although the problem of the workless became so acute that frequent demonstrations were made and extensive relief was given, at no period was unemployment so widespread as in older countries. Several industrial conferences were held. Some proved abortive through conflict of fundamental principles of the conferring parties, while others suggested the usual remedy of opening Government relief works, but this course was prevented by financial stringency.

During the early part of the depression, movements, begun in more prosperous times, were continued to maintain and even improve working conditions. During 1921 the working week in many trades was reduced to forty-four hours after exhaustive inquiries, and in October, 1921, the living wage, which a year earlier had been declared at £4 5s., was reduced to £4 2s., but the Government refused to put the reduction into operation, and considerable controversy was aroused.

In December, 1921, a constitutional crisis was precipitated by the resignation of the Speaker of the Legislative Assembly, and as an outcome the Labour Government was defeated after holding office for two years. A general election was held in March, 1922, again under the system of proportional representation. Large numbers of candidates presented themselves, and a new political group appeared—the Country Party—which gained a number of seats. This party had appeared already in the elections of 1920 as Progressives and in the Federal elections of 1919. It had associated itself with movements for forming separate political units in the northern and southern parts of the State, and had conducted much propaganda on behalf of country interests. None of the three parties gained an absolute majority, but, upon the resignation of the Labour Ministry, a Nationalist Government was formed.

With the reversal of the state of parties at the elections, extensive changes of policy were made. Economy in administration, enforcement of the reduced living wage, reversion to a forty-eight hour week, modification of industrial arbitration, and the abolition of restrictions on trade and industry became features in the policy of the Government. The problem of land settlement was subjected to considerable investigation, and activity in immigration was revived.

Steps were now taken to introduce a measure of law reform whereby effete laws were removed from the Statute Book. In addition, the extent of arbitration rights was restricted, so that rural workers and civil servants were removed from the jurisdiction of the Arbitration Courts. The education system was modified by remodelling the examination system and im-

posing fees upon admission to certain secondary schools. The number of applicants for secondary education declined considerably, but the continuation courses of a commercial and technical character became more popular. Rural schools, providing elementary agricultural training, were opened in a number of country centres. The problem of providing adequate accommodation for children in primary schools had become acute, and was vigorously attacked, a sum of £1,000,000 being made available from loan funds for building purposes during the years 1922-23 and 1923-24. The demand for musical education continually expanded, and the Conservatorium of Music found difficulty in accommodating all applicants. However, the State Orchestra, which had operated actively for over two years, was disbanded in September, 1922, through financial failure.

As the year 1922 progressed signs of a revival of trade had become more evident. The market for wool recovered from its temporary depression, and very favourable prices were realised. The seasons had improved, large quantities of wheat and butter were exported at remunerative prices, industry at home and abroad began to resume its normal course, and unemployment decreased, although a number of large manufacturing establishments remained closed.

However, agricultural and dairying operations failed to provide a steady basis for the trade of the State on account of adverse market and seasonal conditions in 1923. Pastoral conditions were not seriously affected by the former cause, and the record prices obtained for wool provided excellent returns to the State. Gradually economic conditions improved, and in 1923 a new stability was attained. The volume of employment increased steadily, certain large works were re-opened, new operations were commenced, and the need for charitable aid diminished. Those remaining out of work were principally unskilled labourers, and in some trades, notably building, there was a shortage of artisans, particularly in Sydney, where very great building activity was manifested. However, the disturbed state of international trade and the prevalence of drought conditions over the northern part of the State reacted adversely upon the general prosperity. Several State industrial undertakings which had been operating at a financial loss were closed down and the assets disposed of.

In 1923 a comprehensive scheme of rural development was propounded, partly as an outcome of the investigations of the Select Committee on Agriculture in 1920 and 1921. A very important migration agreement was made between the State, Commonwealth, and Imperial Governments, with the object of placing 6,000 oversea settlers on land in New South Wales within a period of five years. At the same time a measure was drafted to provide a complete basis for co-operative enterprise for rural and urban development and credit, to provide new facilities for self-help, and to bring the benefits being reaped from co-operation in other lands within reach of producers and consumers in New South Wales. In response to a lengthy agitation it was decided towards the close of the year to refer the question of establishing new States within New South Wales to a Royal Commission of inquiry.

In the early part of the year an agreement was made permitting the Victorian Government to extend three lines of railway across the border in the south-west Riverina, and in December the North Coast railway was opened for traffic as far as Murwillumbah. Under the auspices of the British Cotton-growing Association much propaganda was conducted in favour of cotton-growing, and, although the area actually cropped was comparatively small, experiments were undertaken by farmers over a wide area. A cotton ginnery was opened at Newcastle and a spinning mill at Wentworthville.

The virtual stability which had been reached in values during 1923 continued during 1924 and provided a sound basis for business. The cost of

living also remained steady with a slight downward tendency, but the movement was not sufficient to require adjustment in the basic wage.

However, the improvement which had appeared in industrial conditions towards the end of 1923 was not long maintained, and in the latter part of 1924 unemployment began to increase and conditions in some spheres changed for the worse. There was, unfortunately, an appreciable slackening in the building trade notwithstanding that a shortage of houses still existed.

These circumstances were attributed generally to the financial stringency which arose out of the accumulation of large balances abroad which could not be transferred to meet local requirements owing to the embargo on the movement of gold. This condition was reflected in the rates of exchange. Rates on London had remained steadily in favour of Australia during 1923, but at the beginning of 1924 commenced to rise rapidly, and by November had attained an unprecedented position indicating the existence of growing balances favourable to Australia.

As this caused many financial disabilities, not the least of which was a high impost on the cost of collecting the realisations of sales of Australian produce abroad, many remedies were suggested. As an outcome partly of this condition and partly of the extension of the scope of the Commonwealth Bank, the associated banks agreed to put into operation a scheme for pooling exchange. In addition, a considerable new issue of Commonwealth Bank notes was authorised, if required, to finance the incoming large wool clip and abundant wheat harvest, which were expected to realise high prices. Beyond these ameliorative measures, the various Governments of the Federation agreed to refrain from borrowing abroad, and in November a local loan of £10,300,000 was raised jointly through the agency of the Commonwealth.

Although these events caused some dislocation in the normal course of industry there was considerable activity on important public works. Operations in connection with the city railway and the Hume reservoir on the Murray River proceeded steadily. In March, 1924, a tender was accepted for the erection of the North Shore bridge, the work to be completed by 1930. Construction proceeded on the railways being erected by the Victorian Government across the southern border, and an agreement was made between the Governments of the Commonwealth, Queensland and New South Wales for the construction of a line from Kyogle to Brisbane, thus providing a new and shorter route between the capitals of the two States. In addition, the whole railway system of the State was subjected to close inquiry by two English experts, who made a number of recommendations for improving the scheme of finance, control, etc.

Immigration proceeded steadily during the year, but was confined principally to nominated immigrants, domestic workers and boys for agricultural work under the auspices of various institutions. The land settlement policy was continued in operation and facilities were provided through the Rural Bank for the subdivision of large estates.

During the year great extension occurred in the use of wireless telegraphy and very many installations came into existence for receiving news and musical programmes broadcasted from bureaux conducted by private companies under the general supervision of the Government.

In February His Excellency Admiral Sir Dudley R. S. de Chair arrived to fill the position of Governor of the State in succession to Sir Walter Davidson, who had died in office during the previous year.

A special service squadron of the British Fleet visited the State in April, and during its visit the battle-cruiser *Australia*—the flagship of the first Australian navy—was sunk at sea as part of the scheme of disarmament agreed upon at the Washington Conference in 1923.

CONSTITUTION AND GOVERNMENT.

THERE are in New South Wales three administrations, viz., the Federal, which meets in Melbourne (Victoria), and controls matters affecting the interests of Australia as a whole; the State, which meets in Sydney and deals with the more important questions of State and local interest; and the Local Government bodies, whose headquarters are at convenient centres within their areas, in which they control matters of purely local concern—these areas extend over nearly two-thirds of the State.

The State Government is the oldest, dating in its present form from 1856. Its constitution was modified in 1901, when the Federal Government was established, and in 1906, when Local Government was extended over its present area.

Early Forms of Government.

A brief account of the early forms of government in New South Wales and of the introduction of the existing system was published in the Year Book for 1921, at page 25. An account of the Commonwealth Government may be found in the same edition at page 38.

PRESENT SYSTEM OF STATE GOVERNMENT.

The Constitution of New South Wales is not framed completely in the Constitution Act of 1902, and is not entirely written. It is drawn from seven diverse sources, viz., certain Imperial statutes, such as the Colonial Laws Validity Act (1865) and the Commonwealth of Australia Constitution Act (1900); the Letters Patent and the Instructions to the Governor; an element of inherited English law; some Federal statutes; sundry State statutes; numerous legal decisions; and a large element of English and local convention.

The Imperial Parliament is legally omnipotent in local as well as in Imperial affairs, and it may exercise effective control over the affairs of the State by direct legislation and some indirect control through the Secretary of State for the Colonies, by whom the Governor is directed in the exercise of his powers. Imperial legislation forms the basis of the existing Constitution, and the Imperial Parliament regulates all matters of Imperial concern in addition to controlling the extensive powers which remain vested in the Crown by virtue of its prerogative. These include such important matters as foreign relations in peace and war, and control of the forces. In local affairs the prerogatives of the Crown are generally exercised by the Governor on the advice of the Executive Council, but where Imperial interests are involved the prerogative powers are exercised through the medium of the Privy Council, the Secretary of State for the Colonies, and the Governor.

The Governor.

In New South Wales the position of the Governor is primarily that of local representative of the Crown, and through him the powers of the Crown in matters of local concern are exercised. In addition he is titular head of the Government of New South Wales; he possesses powers similar to those of a constitutional sovereign, and he performs the formal and ceremonial functions which attach to the Crown in its august capacity.

His constitutional functions are defined and regulated partly by various statutes, which from time to time cast new duties upon him, partly by the Letters Patent constituting his office, and partly by the Instructions to the Governor. The Letters Patent and Instructions were given under the Royal Sign Manual in 1900, and amended in 1909. These functions cover a wide range of important duties, but it is directed that "in the execution of the powers and authorities vested in him the Governor shall be guided by the advice of the Executive Council." He may, if he sees sufficient cause, dissent from the opinion of the Council and refer the matter to the Imperial authorities through the Secretary of State for the Colonies. The extent of the Governor's discretionary powers, however, tends to contract though he still possesses important spheres of independent action, such as in granting dissolution of Parliament and in making appointments to the Legislative Council. He is, moreover, entitled to full information on all matters to which his assent is sought, and in this way he may exercise a general supervision over his officers, and use his personal influence for the good of the State. The general nature of his position is such that he is guardian of the Constitution and bound to see that the great powers with which he is entrusted are not used otherwise than in the public interest. In extreme cases his discretion constitutes a safeguard against malpractice. His more important constitutional duties are to appoint the Executive Council and to preside over its deliberations; to summon, prorogue, and dissolve the Legislature; to assent, to refuse to assent, or to reserve bills passed by the Legislature; to appoint members of the Legislative Council; to keep and use the Public Seal of the State; to appoint all ministers and officers of State; and, in proper cases, to remove and suspend officers of State. He exercises the King's prerogative of mercy, but only on the advice of the Executive Council, in capital cases, and of a Minister of the Crown in other cases.

With respect to responsibility for his actions the Governor does not occupy the same position as the King. He is amenable to the law; and, although the State accepts responsibility for his official acts, he is personally liable for his unofficial actions, civil and criminal. Politically he is indirectly responsible to the Imperial Parliament through the Secretary of State for the Colonies, but in State politics his Ministers take the responsibility for their advice, on which he acts. However, in an extreme case if good reason existed the local Legislature might be justified in asking for his removal.

The Governor's normal term of office is five years, at a salary of £5,000 per annum, with certain allowances for his staff, provided by the Constitution Act out of the revenues of the State.

The periods for which the Governor may absent himself from the State are limited by the Instructions. When he is absent the Lieutenant-Governor acts in his stead in all matters of State. For that purpose the Chief Justice is usually appointed. In the event of the Lieutenant-Governor not being available to fill the Governor's position, an Administrator assumes office under a dormant Commission appointing the Senior Judge of the State as Administrator.

The present Governor is Admiral Sir Dudley R. S. de Chair, K.C.B., M.V.O. He was sworn in on 28th February, 1924.

The Executive.

All important acts of State are performed or sanctioned by the Governor-in-Council, and, except in the limited spheres where the Governor possesses discretionary powers, he is required, in matters of local concern, to act on the advice of the Executive Council or of a Minister of the Crown.

The Council is established by virtue of the Letters Patent constituting the office of Governor, and it is composed of such persons as the Governor is pleased to appoint. Its members are invariably members of the Ministry formed by the leader of the dominant party in the Legislative Assembly. When a member resigns from the Ministry he resigns also from the Executive Council, otherwise he may be dismissed by the Governor.

The Executive Council meets only when summoned by the Governor, who is required by his Instructions to preside over its deliberations unless absent for "some necessary or reasonable cause." In his absence the Vice-President presides.

The Ministry or Cabinet.

In New South Wales the terms "Ministry" and "Cabinet" are synonymous, since both bodies by custom consist of those members of Parliament chosen to administer departments of State, and to perform other executive functions. The Ministry is answerable to Parliament for its administration, and it continues in office only so long as it commands the confidence of the Legislative Assembly, from which nearly all its members are chosen. An adverse vote in the Legislative Council does not affect the life of the Ministry. The constitutional practices of the Imperial Parliament with respect to the appointment and resignation of Ministers have been adopted tacitly with some minor modifications. Cabinet acts in a similar way to the English Cabinet under direction of the Premier, who supervises the general legislative and administrative policy and makes all communications to the Governor.

Frequent meetings of Cabinet are held to deliberate upon the general policy of the administration, the more important business matters of the State, and the legislative measures to be introduced to Parliament, and to manage the financial business of the State. Its decisions are carried into effect by the Executive Council or by individual Ministers as each case requires.

Administrative matters of minor importance are determined by ministerial heads of departments without reference to the Executive Council, and every Minister possesses considerable discretionary powers in the ordinary affairs of his department.

The members of the present Ministry, which assumed office on 13th April, 1922, are as follow:—

Premier—The Hon. Sir G. W. Fuller, K.C.M.G., M.L.A.

Vice-President of the Executive Council—The Hon. Sir J. H. Carruthers, K.C.M.G., LL.D., M.L.C.

Secretary for Lands and Minister for Forests—The Hon. W. E. Wearne, M.L.A.

Colonial Secretary and Minister for Public Health—The Hon. C. W. Oakes, C.M.G., M.L.A.

Attorney-General—The Hon. T. R. Bavin, M.L.A.

Colonial Treasurer—The Hon. Sir A. A. C. Cocks, K.B.E., M.L.A.

Secretary for Public Works and Minister for Railways and State Industrial Enterprises—The Hon. R. T. Ball, M.L.A.

Minister for Agriculture—Captain the Hon. F. A. Chaffey, M.L.A.

Minister of Public Instruction—The Hon. A. Bruntnell, M.L.A.

Secretary for Mines and Minister for Local Government—The Hon. J. C. L. Fitzpatrick, M.L.A.

Minister of Justice—The Hon. T. J. Ley, M.L.A.

Minister for Labour and Industry—The Hon. E. H. Farrar, M.L.C.

Member of Executive Council (without portfolio)—The Hon. F. S. Boyce, M.L.C.

The salaries payable annually to members of the Cabinet as from 1st July, 1922, were fixed as follows by the Parliamentary Allowances and Salaries Act, 1922:—

	£
The Premier	2,000
The Attorney-General	1,600
The Vice-President of the Executive Council (and leader of the Government in the Legislative Council)	900
Nine other Ministers of the Crown, £1,500 each	13,500
Total	£18,000

These amounts include the allowance of £600 per annum paid to members.

THE STATE LEGISLATURE.

The State Legislature consists of the Crown and two Houses of Parliament, and all State laws are enacted "by the King's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and the Legislative Assembly in Parliament assembled." It exercises a general power of legislation, and possesses plenary and not delegated authority. The Constitution Act of 1902 provides that "the Legislature shall, subject to the provisions of the Commonwealth of Australia Constitution Act, have power to make laws for the peace, welfare, and good government of New South Wales in all cases whatsoever." It is a constituent body; it can delegate its powers, and within its territory its actions are restricted only by legislation of the Imperial Parliament intended to apply to New South Wales, and by valid Federal enactments.

The two Houses of Parliament are the Legislative Council (or Upper House), and the Legislative Assembly (or Lower House). Their powers are nominally co-ordinate, but it is provided that bills appropriating money or imposing taxation and bills affecting itself must originate in the Legislative Assembly, which is the elective Chamber, and which, it is recognised, must control taxation and expenditure. However, bills involving money matters may be introduced only by a Minister on the recommendation of the Governor, and in this way the responsibility of the Ministry for financial measures is secured.

Every member of Parliament must take an oath or make an affirmation of allegiance.

By virtue of the Constitution Act it is a function of the Governor to summon, prorogue, and dissolve both Houses of Parliament, but it is provided that both Houses shall meet at least once in every year, so that a period of twelve months shall not elapse between sessions. The continuity of Parliament is ensured by the Parliamentary Electorates and Elections Act, 1912 (as amended in 1918), which provides that writs for the election of new members must be issued within four days after the dissolution of the Legislative Assembly, that they must be returned within sixty days after issue (unless otherwise directed by the Governor), and that Parliament shall meet within seven days of the return of writs. The duration of Parliament was limited to three years in 1874.

It is agreed tacitly that the procedure in each House shall be conducted according to its prototype in the Imperial Parliament, but comprehensive Standing Orders regulating the business of each House have been drawn up. When a disagreement arises between the two Houses each appoints "managers" to confer upon the matters in dispute. There is no provision to meet a deadlock other than by dissolution of the Legislative Assembly,

which may be granted by the Governor. The new Legislative Assembly is regarded as representing the will of the people; and the overwhelming opinion is that the Legislative Council should recognise it.

Much interest and some controversy centres around the powers of the Governor in granting a dissolution of Parliament. Strictly speaking only the Legislative Assembly is dissolved, but Parliament is ended thereby, because both Houses are necessary to constitute a Parliament. There are two main cases in which a dissolution may be granted in addition to that mentioned above; they arise when, on a question of policy, the Ministry sustains an adverse vote in the Legislative Assembly, and when the Legislative Assembly becomes factious, or will not form a stable administration.

The Legislative Council.

The Legislative Council is a nominee Chamber consisting of a variable number of members appointed for life without remuneration. The Governor at his discretion may summon any person to the Legislative Council, provided that such person is of the full age of 21 years, and is a natural-born subject of his Majesty or naturalised in Great Britain or in New South Wales. In making appointments the Governor acts ordinarily on the advice of the Executive Council, but he may at his discretion refuse to make appointments. Not more than one-fifth of the members summoned to the Council may be persons holding office of emolument under the Crown. The seats of members become vacant by death, resignation, absence, accepting foreign allegiance, bankruptcy, accepting public contracts, or by criminal conviction. The presence of one-fourth of the members, exclusive of the President, is necessary to form a quorum for the despatch of business. The lowest number of members during the past twenty years was fifty-one in 1911. In 1917 there were seventy-one members of the Council, and this number was not exceeded until 1921, when sixteen new appointments were made, and the total membership on 31st December, 1924, was seventy-five.

The Council is presided over by a President appointed from among the members by the Governor. He receives an annual salary of £925. There is also a Chairman of Committees, who receives a salary of £500 per annum. As a matter of privilege all members of the Legislative Council and of the Legislative Assembly are allowed to travel free on State railways and tramways.

The Legislative Assembly.

The Legislative Assembly is the elective or popular House of Parliament, and is the most important factor in the government of the country. By its power over supply it ultimately controls the Executive. It consists of ninety members elected on a system of universal adult suffrage for a maximum period of three years. Any person who is enrolled as an elector of the State is eligible to be elected to the Legislative Assembly, except persons who are members of the Federal Legislature or of the Legislative Council, or who hold non-political offices of profit under the Crown, other than in the army or navy. It was provided in 1916 that any officer of the public service of New South Wales may be elected to the Legislative Assembly on condition that he forthwith resign his position in the service. At the close of 1918 all legal impediments to the election of women to the Legislative Assembly were removed. Several women have since contested seats at the elections, but none has been elected. The seat of a member becomes vacant in similar cases to those stated above for Legislative Councillors.

The House is presided over by a Speaker, whose election is the first business of the House when it meets after election. He presides over debate, maintains order, represents the House officially, communicates its wishes

and resolutions, defends its privileges when necessary, and determines its procedure. There is also a Chairman of Committees elected by the House at the beginning of each session; he presides over the deliberations of the House in Committee of the Whole, and acts as Deputy-Speaker.

Payment of members of the Legislative Assembly was introduced as from 21st September, 1889. The amount fixed originally was £300 per annum, but it was increased to £500 by an Act assented to on 17th September, 1912, further increased to £875 as from 1st November, 1920, after inquiry and report by a Judge of the Court of Industrial Arbitration, and reduced to £600 as from 1st July, 1922. An aggregate amount of £2,700 is provided for postage, each member receiving an order monthly for one-twelfth of his annual allowance. The salary of the Speaker is £1,400, of the Chairman of Committees £840 per annum, and, since 1912, the leader of the Opposition has received an annual allowance of £250 in addition to his allowance as member.

STATE PARLIAMENTARY COMMITTEES.

A number of committees consisting of members of Parliament are appointed to deal with special matters connected with the business of the country and of either House; from time to time select committees are chosen to inquire into and report on specific matters for the information of Parliament and the public. Each House elects a committee to deal with its Standing Orders and with printing, and a joint committee to supervise the library. In addition there are the more important committees described below.

Committees of Supply and of Ways and Means.

These committees consist by custom of the whole of the members of the Legislative Assembly, and they deal with all money matters. The Committee of Supply debates and determines the nature and amount of the expenditure, and the Committee of Ways and Means debates and authorises the issue of the sums from the Consolidated Revenue Fund and frames the resolutions on which taxing proposals are based.

Parliamentary Standing Committee on Public Works.

A joint committee of members of the Legislative Council and Legislative Assembly, called the Parliamentary Standing Committee on Public Works, is appointed by ballot as soon as practicable after the commencement of the first session of every Parliament. The committee consists of three members of the Legislative Council and four members of the Legislative Assembly, and it has power, under the Public Works Act, to prosecute inquiries, to summon witnesses, and to compel the production of books, etc.

The Chairman receives as remuneration £3 3s. for each sitting of the committee, and the other members £2 2s. each.

Proposals for public works of an estimated cost exceeding £25,000 must be submitted and explained by a Minister in the Legislative Assembly, and then referred to the Public Works Committee for report.

Public Accounts Committee.

For the better supervision of the financial business of the State a Public Accounts Committee is appointed every session under provisions of the Audit Act, 1902, from among the members of the Legislative Assembly. It consists of five members, and is clothed with full powers of inquiry into any question arising in connection with the public accounts and upon any expenditure by a Minister of the Crown made without Parliamentary sanction. It reports on such matters to the Legislative Assembly.

Committee of Elections and Qualifications.

Within seven days of his election the Speaker is required by the Parliamentary Electorates and Elections Act, 1912, to select nine members of the Legislative Assembly to act as the Committee of Elections and Qualifications. His choice is subject to the approval of the House. The Committee is clothed with judicial powers, and each member is required to take an oath of impartiality. Its business is to inquire into and determine matters connected with election petitions and questions referred to it by the Legislative Assembly concerning the validity of any election or the return of any member, and questions involving the qualifications of members.

Its decisions are final, but it must report to the House.

Commissions and Trusts.

In addition to the Ministerial Departments, various public services are administered by Commissions, Boards, and Trusts; the more important are—

Railway Commissioners for New South Wales.

Metropolitan Board of Water Supply and Sewerage.

Hunter District Water Supply and Sewerage Board.

Sydney Harbour Trust Commissioners.

Water Conservation and Irrigation Commission.

Commissioners of the Government Savings Bank of New South Wales.

Board of Fire Commissioners of New South Wales.

Metropolitan Meat Industry Board.

Forestry Commission.

Western Land Board.

In each case the authority controls a specific service, and administers the statute law in relation to it.

Auditor-General.

The office of Auditor-General is the real security that public moneys will be collected and expended in accordance with the wishes of Parliament.

The Auditor-General is appointed by the Governor, and holds office during good behaviour. In certain cases he may be suspended by the Governor, but he is removable from office only on an address from both Houses of Parliament. He is required to take an oath that he will faithfully perform his duties, and he is debarred from entering political life. He is endowed with wide powers of supervision, inspection, and audit in regard to the collection and expenditure of public moneys and the manner in which the public accounts are kept. He exercises control over the issue of public moneys, and all warrants must be countersigned by him. Matters connected with the public accounts are subject to special or annual report to Parliament by him, and he may refer any matter to the Public Accounts Committee.

STATE ELECTORAL SYSTEM.

The first Legislative Assembly consisted of fifty-four members elected in thirty-two districts. As settlement extended and population increased, provision was made for increased representation, until in 1894 the electorates numbered seventy-four and the members 141. Under the Parliamentary Electorates and Elections Act of 1893, the State was divided into 125 electoral districts, each returning one member.

After the federation of the Australian States the question of a further reduction in the membership was submitted to the electors by referendum, and as a result the number of districts and of representatives was reduced to 90 in 1904.

In 1918 an Act was passed to introduce a system of proportional representation in respect of the State Parliamentary elections. Under this

system the number of members remained at ninety, and twenty-four electoral districts were constituted; eight constituencies in the metropolitan area, and the City of Newcastle, are represented by five members each, and fifteen districts return three members each. Casual vacancies are filled by the unsuccessful candidate of the same constituency who represented the same party interest as the late member and whose count of primary preference votes was next highest at the last general election. Where such a candidate is not available, the leader of the party concerned nominates a successor.

An analysis of the results of the two elections under this system was published in the 1922 issue of this Year Book at page 38.

The electoral law provides that electorates are to be redistributed whenever directed by the Governor. In the event of there being no direction by the Governor, a distribution must take place on the expiration of nine years from the date of the last redistribution. The redistribution is made by a special commission of three persons appointed by the Governor from the Public Service of New South Wales.

The following table shows at the various dates on which the membership of the Assembly or the franchise was altered, and at election years since 1901 (a) the size of the elective Chamber, (b) the average number of persons per member, and (c) the proportion of the population who possessed the right to vote.

Year of Election.	Number of Members of Legislative Assembly.	Population per Member.	Proportion of persons enrolled to Total Population.
			per cent.
1856	54	5,200	15·8
1858	72	4,500	22·3
1880	108	6,900	25·2
1885	122	7,800	24·5
1891	141	8,100	26·7
1894	125	9,800	24·3
1901	125	10,900	25·3
1904	90	15,900	48·3
1907	90	17,000	48·8
1910	90	18,200	53·3
1913	90	20,500	55·1
1917	90	21,000	58·5
1920	90	22,800	56·1
1922	90	23,800	58·5

The number of distinct electors cannot be ascertained for any period prior to the year 1894, as the franchise was based on the ownership of property, and electors were allowed to vote in each electorate in which they possessed the necessary qualification. The proportion of the population entitled to vote in those years, as shown above, has been calculated on the total number of votes to which the electors on the roll were entitled; they are, therefore, somewhat in excess of the actual proportions. When women were enfranchised in 1904 practically the whole of the adult population became qualified electors.

After a revision of the electoral rolls the total enrolment in October, 1924, was 1,230,503, which bore a ratio of 55·2 per cent. to the total population at 30th June, 1924.

The elections of members of the Legislative Assembly are conducted by secret ballot. Adult British subjects, men and women, are qualified for enrolment as electors when they have resided in the Commonwealth for a period of six months, in the State for three months, and in the electoral

district for one month prior to the issue of the writs for the election. Persons are disqualified from voting who are of unsound mind, a charge on public charity, criminals, disorderly persons, or defaulters from justice. Each elector is entitled to one vote only. The electoral lists are compiled annually under provisions for compulsory enrolment and revised before a special court under the presidency of a stipendiary or police magistrate.

Electors absent from their districts may record their votes at any polling-place in the State, and postal voting is allowed in the case of persons precluded from attendance at any polling-place by reason of illness or infirmity, distance over 15 miles, or travelling.

At general elections polling is conducted on the same day in all electorates. Polling day is a public holiday from noon, and during the hours of polling (8 a.m. to 8 p.m.) the hotels are closed.

The following table shows the voting at the elections held in New South Wales since the general election in 1894, when a system based on single electorates and the principle of "one man one vote" was introduced. The number of electors as stated for elections in the years 1894 to 1917, inclusive, represents the gross number enrolled, and the figures for the later elections indicate the number qualified to vote:—

Year of Election.	Electors.		Contested Electorates.				
	Enrolled.	Per Member.	Electors.	Votes Recorded.		Informal Votes.	
				Number.	Percentage.	Number.	Percentage.
1894—Males ...	298,817	2,390	254,105	204,246	80·38	3,310	1·62
1895—Males ...	267,458	2,139	238,233	153,034	64·24	1,354	·88
1898—Males ...	324,339	2,595	294,481	178,717	60·69	1,638	·92
1901—Males ...	346,184	2,769	270,861	195,359	72·13	1,534	·79
1904 {	Males ...	363,062	...	304,396	226,057	74·26	
	Females ...	326,428	...	262,433	174,538	66·51	
	Total ...	689,490	7,661	566,829	400,595	70·67	3,973 1·99
1907 {	Males ...	392,845	...	370,715	267,301	72·10	
	Females ...	353,055	...	336,680	204,650	60·78	
	Total ...	745,900	8,288	707,395	471,951	66·72	13,543 2·87
1910 {	Males ...	458,626	...	444,242	322,199	72·53	
	Females ...	409,069	...	400,139	262,154	65·52	
	Total ...	867,695	9,641	844,381	584,353	69·20	10,393 1·78
1913 {	Males ...	553,633	...	534,379	385,838	72·20	
	Females ...	484,366	...	468,437	302,389	64·55	
	Total ...	1,037,999	11,533	1,002,816	688,227	68·63	14,439 2·10
1917 {	Males ...	574,308	...	525,681	328,030	62·40	
	Females ...	535,522	...	487,585	295,354	60·57	
	Total ...	1,109,830	12,331	1,013,266	623,384	61·52	5,844 1·94
1920 {	Males ...	593,244	...	593,244	363,115	61·21	
	Females ...	561,193	...	561,193	285,594	50·89	
	Total ...	1,154,437	12,716	1,154,437	648,709	56·19	62,900 9·70
1922 {	Males ...	636,662	...	636,662	466,949	73·34	
	Females ...	614,361	...	614,361	408,515	66·49	
	Total ...	1,251,023	13,900	1,251,023	875,464	69·98	31,771 3·63

The analysis shown above indicates that the proportion of electors who fail to record their votes is large, even if due allowance is made for obstacles to voting, especially in sparsely-settled districts. The highest proportion of votes to enrolment, 80·4 per cent., was recorded in 1894, when there was a strenuous contest on the question of fiscal reform; and the lowest proportion, 56·2 per cent. was recorded in 1920. The elections in the latter year were the first under the system of proportional representation, and the method of voting was somewhat complex, the electors being required to sign a statutory declaration before obtaining a ballot-paper and to record a preference for every name on the ballot-paper. Under these conditions an unusually large number of electors refrained from voting.

At the elections in 1922 the method was simplified, the statutory declaration was abolished, and the recording of preferences was required only to the extent of the number of candidates to be elected. The proportion of voters to enrolment was greater at the elections in 1922 than it had been at most elections under the system of single-member electorates. It is probable that provision for compulsory enrolment and the simplification of the method of voting contributed to this result, though there is little doubt that the main factor which influences the size of the polling is the intensity of interests in party issues.

The number of women exercising their right to vote has always been less, relatively and absolutely, than the number of men. At the first elections after enfranchisement 66 per cent. of the women enrolled recorded votes, then the proportion declined. In 1910, when a Labour Government was placed in office for the first time in the State Parliament, and in 1913, the proportion of women who voted was about 65 per cent.; in 1920 it was less than 51 per cent., but in 1922 it was practically the same as in 1904.

It is noteworthy that, whereas at the elections of 1910 and previous years a greater proportion of electors enrolled recorded their votes at State than at Federal elections, the proportion has, since 1913, been greater at Federal than at State elections, viz.:—1913, Federal 69·28 per cent., State 68·63 per cent.; 1917, Federal 71·17 per cent., State 61·52 per cent.; 1919, Federal 66·97 per cent., State (1920) 56·19 per cent. The change was due doubtless to the dominance of war issues, for the proportion of votes cast at the State elections of 1922 rose to 69·98 per cent. as against a decline to 56·16 at the Federal elections of that year.

A list of the Parliaments since 1889, when payment of members was instituted, is shown below:—

Number of Parliament.	Date of Opening.			Date of Dissolution.			Duration.	Number of Sessions.
							yrs. mths. dys.	
14	27 Feb.	1889	...	6 June	1891	...	2 3 10	4
15	14 July	1891	...	25 June	1894	...	2 11 11	4
16	7 Aug.	1894	...	5 July	1895	...	0 10 28	1
17	13 Aug.	1895	...	8 July	1898	...	2 10 25	4
18	16 Aug.	1898	...	11 June	1901	...	2 9 26	5
19	23 July	1901	...	16 July	1904	...	2 11 23	4
20	23 Aug.	1904	...	12 July	1907	...	2 10 19	4
21	2 Oct.	1907	...	14 Sept.	1910	...	2 11 12	5
22	15 Nov.	1910	...	6 Nov.	1913	...	2 11 22	5
23	23 Dec.	1913	...	21 Feb.	1917	...	3 1 30	5
24	17 April	1917	...	18 Feb.	1920	...	2 10 8	4
25	27 April	1920	...	17 Feb.	1922	...	1 9 22	3
26	26 April	1922	...	Sitting*	...	...	...	...

*31st December, 1924.

On account of war conditions and the disturbed state of public affairs it was deemed advisable to extend the 23rd Parliament to a period exceeding the three years fixed by the Constitution Act, and the Legislative Assembly Continuance Act, 1916, was passed to provide for an extension from three years to four years. The Parliament, however, terminated after 3 years 1 month 30 days.

The various Ministries which have held office since 1894, together with the duration in office of each, are shown below. The life of a Ministry is not co-terminous with the life of a Parliament. In sixty-eight years under the present system there have been forty-one Ministries, but only twenty-six Parliaments. Up to 3rd August, 1894, twenty-seven Ministries had held office.

Ministry.		In Office.		Duration.
Number.	Name.	From—	To—	
				yrs. mths. days.
28	Reid	3 Aug. 1894	13 Sept. 1899	5 1 11
29	Lyne	14 Sept. 1899	27 Mar. 1901	1 6 14
30	See	28 Mar. 1901	14 June 1904	3 2 18
31	Waddell	15 June 1904	29 Aug. 1904	0 2 15
32	Carruthers	30 Aug. 1904	1 Oct. 1907	3 1 2
33	Wade... ..	2 Oct. 1907	20 Oct. 1910	3 0 19
34	McGowen	21 Oct. 1910	29 June 1913	2 8 9
35	Holman	30 June 1913	15 Nov. 1916	3 4 16
36	Holman	16 Nov. 1916	12 April 1920	3 4 27
37	Sterey	13 April 1920	10 Oct. 1921	1 5 27
38	Dooley	10 Oct. 1921	20 Dec. 1921	0 2 11
39	Fuller... ..	20 Dec. 1921	20 Dec. 1921	About 7 hours.
40	Dooley	20 Dec. 1921	13 April 1922	0 3 24
41	Fuller... ..	13 April 1922	In office.*	...

* 31st December, 1924.

COST OF STATE PARLIAMENTARY GOVERNMENT.

The following statement shows the cost of State Parliamentary Government in New South Wales during recent years. Expenses of Federal and Local Governments are not included:—

Head of Expenditure.	1910-11.	1915-16.	1920-21.	1922-23.	1923-24.
Governor—	£	£	£	£	£
Governor's Salary	5,000	5,000	5,000	5,000	5,000
Official Secretary	335	400	536	630	682
Clerk ... ..	...	...	305	343	352
Private Secretary	350	350	...	...	...
Aide-de-Camp	350	350	...	...	...
Orderlies	728	796	290	321	326
Repairs and Maintenance of Residences	8,183	1,653	2,939	2,575	2,563
Miscellaneous	1,231	1,547	1,012	1,436	1,487
Total	£ 16,177	10,096	10,082	10,305	10,410
Executive Council—					
Salaries of Officers... ..	279	...	317	458	481
Other Expenses	25	...	150	439	186
Total	£ 304	...	467	897	667
Ministry—					
Salaries of Ministers	11,040	11,040	21,866	21,665	21,665
Other Expenses... ..	1,445	1,298	1,436	1,290	893
Total	£ 12,485	12,338	23,302	22,955	22,558
Parliament—					
The Legislative Council—					
Railway Passes	£ 5,810	6,070	12,455	14,757	16,065
The Legislative Assembly—					
Allowances to Members	22,423	40,335	57,819	47,020	47,062
Railway passes	10,860	10,387	16,398	17,055	17,312
Other Expenses (Postage Stamps, etc.)	1,583	1,770	2,752	3,391	2,650
	£ 34,866	52,492	76,969	67,466	67,024
Miscellaneous—					
Fees and expenses of Parliamentary Standing Committee on Public Works	5,529	6,225	2,957	5,325	2,185
Salaries of Officers and Staff	18,903	21,454	25,753	22,584	23,981
Printing	7,687	14,967	15,016	16,972	8,852
Hansard (including Salaries)	5,668	7,121	8,988	9,185	8,383
Library	795	677	775	821	1,708
Water, Power, Light, and Heat	504	575	565	830	850
Postage, Stores, and Stationery	887	947	1,702	1,253	1,392
Refreshment Rooms	465	} 3,339	{ 1,856	{ 4,554	{ 3,119
Miscellaneous	564				
	£ 41,002	55,305	57,612	61,524	50,470
Total Parliament	£ 81,678	113,867	147,036	143,747	133,559
Electoral Office and Elections—					
Salaries	788	1,123	2,230	1,826	1,979
Elections, Printing of Electoral Rolls, Expenses of Electoral Registrars, and Contingencies	35,291	56,491*	27,437	16,642	14,157
Total	£ 36,079	57,614	29,667	18,468	16,136
Royal Commissions and Select Committees					
Fees, etc.	2,627	{ 4,114	7,274	1,231	2,898
Miscellaneous	1,165		12,206	1,134	1,119
Total	£ 3,792	4,114	19,480	2,365	4,017
GRAND TOTAL	£ 150,515	198,029	230,034	198,737	187,347
Per Head of Population	1s. 10d.	2s. 1d.	2s. 2d.	1s. 10d.	1s. 8d.

* Includes £30,244 for Liquor Referendum.

The cost of Parliamentary Government in 1923-24 represented less than 1·3 per cent. of the governmental expenditure during that year, that is excluding expenditure on business undertakings.

THE COMMONWEALTH.

A detailed account of the inauguration of Federation and the nature and functions of the Federal Parliament in their relation to the State was published in the Year Book for 1921 at pages 38-40 and 625.

The federation of the six Australian States was inaugurated formally on 1st January, 1901, for their mutual benefit in matters upon which it was agreed joint action was desirable. The broad principles of federation were:—The transfer of limited and defined powers of legislation to a Federal Parliament consisting of a Senate and a House of Representatives, the former being a revisory Chamber wherein the States are equally represented, and the latter, the principal Chamber, consisting of members elected from the States in proportion to their population; complete freedom of action for the State Parliaments in their own sphere; a High Court to determine the validity of legislation; and an effective method of amending the Constitution.

The numbers of representatives elected from the various States to the House of Representatives are as follow:—New South Wales, 28; Victoria, 20; Queensland, 10; South Australia, 7; Western Australia, 5; Tasmania, 5. A representative of the Northern Territory may attend and participate in debates without having the right to vote.

FEDERAL ELECTORAL SYSTEM.

For the purpose of electing representatives to the Senate of the Federal Parliament, New South Wales is treated as one constituency, returning six members, each for six years, three of whom retire triennially. Its twenty-eight members of the House of Representatives are elected for three years from single-member constituencies under a system of preferential voting. Otherwise the electoral system is similar to that of the State. In 1924 the Commonwealth Electoral Act was amended to make provision for compulsory voting.

An analysis of the voting at Senate elections in New South Wales since 1901 was published in the 1921 edition of this Year Book at page 40; the voting at elections of members of the House of Representatives from New South Wales has been as follows:—

Elections.	Electors Enrolled (Contested Divisions only).		Votes Recorded.		Percentage of Votes Recorded to Electors Enrolled.			Informal Votes.	
	Men.	Women.	Men.	Women.	Men.	Women.	Total.	Number.	Proportion per cent.
1901	315,962	...	215,105	...	68·08	...	68·08	4,070	1·70
1903	303,254	274,763	164,133	118,381	54·12	43·08	48·88	7,834	2·77
1906	363,723	314,777	216,150	141,227	59·43	44·87	52·67	11,705	3·28
1910	431,702	379,927	294,049	207,868	68·11	54·71	61·84	8,002	1·59
1913	554,028	482,159	405,152	312,703	73·13	64·85	69·28	22,262	3·10
1914	491,086	429,906	351,172	257,581	71·51	59·92	66·10	14,816	2·43
1917	484,854	447,437	370,618	292,925	76·44	65·47	71·17	19,874	2·98
1919	527,779	508,129	385,614	308,183	73·06	60·65	66·97	26,517	3·82
1922	517,388	498,209	330,362	239,980	63·85	48·17	56·16	25,823	4·53

The percentage of voters increased steadily at the elections during the period 1903-1913; the improvement was not continued in 1914, when the electoral contest was modified in consequence of the outbreak of war in Europe, but in 1917, when considerable political feeling was excited by the question of compulsory military service, the percentage was the highest since the inauguration of the Commonwealth Parliament.

FEDERAL REFERENDA.

Analyses of the voting on Federal questions submitted to referenda were shown in the 1921 edition of this Year Book at page 42.

SEAT OF FEDERAL GOVERNMENT.

It is provided in the Commonwealth of Australia Constitution Act that the seat of Federal Government shall be within the State of New South Wales at a distance of not less than 100 miles from the City of Sydney, but that Parliament shall meet at Melbourne until such time as it meet at the Seat of Government. A site containing 912 square miles was chosen near Queanbeyan in 1908, and ceded to the Commonwealth in December, 1910. In 1915 an additional area of 28 square miles at Jervis Bay was ceded for use as the seaport of the capital.

The administration of the Capital Territory is conducted in accordance with the Seat of Government (Administration) Act, 1910, and, until the Federal Parliament makes other provision, the Governor-General may issue ordinances having the force of law in the Territory unless disallowed by resolution of either House of Parliament. Laws hitherto in force in the Territory were retained except those relating to industrial arbitration, local government, water supply and sewerage, and those imposing rates and taxes other than duties on estates of deceased persons; they are administered by the State authorities. All revenue accrues to the Commonwealth, which repays the State for service such as education, police, etc. New licenses to retail intoxicating liquors are not granted, and existing licenses may be renewed for the same premises only. Crown lands in the Territory may not be sold or converted into freehold.

The Seat of Government (Administration) Act of 1924 provided for the establishment of a Federal Capital Commission of three members to be appointed by the Governor-General. The powers of the Commission include the general municipal government of the Territory, the control and management of Crown lands, the levying and collection of rates upon lands alienated or leased from the Crown, the construction and maintenance of tramways, roads, etc., and of public utility services, the construction of works and buildings for the Commission, and, subject to the approval of the Minister for Home and Territories, the construction of works and buildings required by the Commonwealth in the Territory. The Commission was appointed in October, 1924.

In 1913 the name "Canberra" was chosen for the Federal Capital City, and the work of construction was inaugurated. Slow progress has been made, but in 1921 a Federal Capital Advisory Committee was appointed with a view to providing a scheme of works which would enable the early transfer of the Federal Parliament and Central Government offices to the chosen site. The scheme of works drawn up by the Committee provided a programme of works costing £1,799,000, which would enable the transfer of the Government to Canberra in three years. The general principles of the scheme were approved by Cabinet, but subsequently the programme was modified considerably. During the year ended 30th June, 1924, the expenditure in respect of the Federal Capital Territory was £562,997, and the receipts amounted to £63,648; the net expenditure being £499,349 as compared with £354,041 in the previous year.

DEFENCE.

UPON the inauguration of the Commonwealth the duty of providing for the defence of Australia devolved upon the Federal Government, and the Parliament of the Commonwealth has paramount power, subject to Imperial approval, to legislate for the naval and military defence of Australia, and for the control of the forces to execute and maintain the federal laws. The Constitution provides that the States may not raise nor maintain forces, but enjoins the Commonwealth to protect every State against invasion, and, on the application of the Executive Government of the State, against domestic violence. It is provided in the Defence Act that the Citizen Forces may not be called out nor utilised in connection with an industrial dispute.

In terms of the Defence Act male citizens between the ages of 18 and 60 years are liable for service in the citizen forces for home defence in time of war. Male citizens are liable also to undergo military or naval training between the ages of 12 and 26 years.

The system of compulsory training was brought into operation on 1st January, 1911. The duration of the training in each year is prescribed by the Act, the trainees being classified as follows:—Junior cadets, 12 to 14 years of age; senior cadets, 14 to 18 years; citizen forces, 18 to 26 years. The duration of the training was curtailed during the war period, also in 1921 and in 1922 owing to financial considerations and the resolutions passed at the Washington Conference on limitation of armaments.

At present, training is commenced by senior cadets in the year in which they reach the age of 16 years, two years later they are transferred to the citizen forces to undergo courses during another period of two years. The training of boys under 16 years as part of the defence system was suspended in 1922, though they were still required to register during the months of January and February of the year in which they reached the age of 14 years. Recently arrangements were made to resume the training of junior cadets, on the condition that the State Governments would meet the ordinary expenses and provide facilities for school teachers to qualify as military instructors. It has been decided also to reduce the training of senior cadets by one year and to increase the training of citizen forces by a similar period.

MILITARY DEFENCE.

The Commonwealth is organised for defence purposes into six military districts, corresponding as far as practicable with the political divisions into States. The second military district represents the State of New South Wales, excepting the North Coast district, the Barrier district, which are attached to Queensland and South Australia respectively, and the Deniliquin, Moama, and Corowa districts attached to Victoria.

A military college is maintained at Duntroon in the Federal Capital Territory for the training of officers.

The following table shows the strength of the military forces of the Commonwealth on 1st August, 1924:—

Military District.	Perma- nent.	Citizen Forces.	Engineer and Railway Staff Corps.	Officers.		Chap- lains.	Senior Cadets.	Total.
				Unat- tached.	Reserve.			
1. Queensland...	150	4,331	9	56	1,380	56	3,859	9,841
2. New South Wales ...	640	14,748	12	160	4,325	139	14,392	34,416
3. Victoria ...	505	11,723	10	185	3,977	145	10,497	27,042
4. South Australia ...	91	3,855	5	29	1,122	40	3,518	8,660
5. Western Australia...	125	2,072	8	28	894	35	2,098	5,260
6. Tasmania ...	64	1,115	2	21	330	21	830	2,433
Military College	69	...	...	...	...	...	...	60
Other ...	79	10	6	...	...	...	...	95
Total ...	1,714	37,854	52	479	12,078	436	35,194	87,807

NAVAL DEFENCE.

The naval defence of Australia was undertaken by the Imperial Navy under agreement between the Imperial Government and the Governments of Australia and New Zealand until 1913, when the Imperial squadron was replaced by Australian war vessels.

The fleet of the Australian Navy consists of 4 light cruisers, 12 destroyers and a parent ship, 1 submarine, 3 sloops, 2 fleet auxiliaries, 3 dépôt ships, and a boys' training ship. Of these, the following are in reserve:—1 light cruiser, 8 destroyers, 1 sloop, 1 submarine, and 2 fleet auxiliaries.

There were 367 officers and 3,826 ratings on active service in the Royal Australian Navy in September, 1924; about 84 per cent. of the officers and 90 per cent. of the men were Australians, the remainder being on loan from the Royal Navy.

Reserves of officers and men for the Royal Australian Navy are provided from four services, viz:—(a) Ratings who have completed periods of service; (b) officers permanently employed in the mercantile marine; (c) compulsory trainees of citizen forces; (d) volunteers enrolled for service in any capacity in time of war or emergency. The personnel of the Reserve in November, 1924, numbered 9,650; viz., adults, 5,984, and cadets, 3,666.

Junior officers are trained at the Naval College, Jervis Bay, and junior seamen ratings on the H.M.A.S. "Tingira" at Sydney. The general dépôt of the Navy is at Westernport, Victoria, where the more advanced training of officers and men is conducted.

AIR DEFENCE.

An Australian Air Force for defence purposes was established in 1921 by proclamation under the Defence Act. It formed part of the military forces until the Air Force Act was passed in September, 1923, to provide for its administration as a separate branch of the defence system.

EDUCATION.

IN New South Wales the State has established a system of national education which embraces all branches of primary, secondary, and technical education, and it contributes considerable sums towards the maintenance of the University of Sydney. In addition to the State schools, there are numerous private educational institutions subject to State inspection, of which the majority are conducted under the auspices of the religious denominations.

Development of the present School System.

The first school in New South Wales was established in 1792 by the Society for the Propagation of the Gospel in Foreign Parts. But, as late as 1845, a committee of inquiry reported that more than one-half of the children of New South Wales (then including Victoria and Queensland) were not receiving any education.

Until the year 1848, education in New South Wales was conducted mainly by the religious denominations, with monetary assistance from the Government. But in that year an undenominational scheme of education, or the national system, as it was called, was introduced and conducted side by side with the denominational schools, each group of schools being placed under a separate board. The existence of these two boards continued until 1867, when the Public Schools Act provided for the continuance of the two classes of schools, but placed all schools receiving aid from the State under the control of the Council of Education, a board appointed by the Government. In practice the public schools were administered entirely by this board, and the denominational schools were governed partly by the Council and partly by the various religious bodies by which they were founded. From this dual control, transition was made to the present centralised system by the Public Instruction Act, 1880, which abolished all State aid to denominational education. State supervision of private schools ceased in 1882, when financial aid was discontinued. The Act of 1880, as amended by the Free Education Act, 1906, the Bursary Endowment Act, 1912, and the Public Instruction (Amendment) Act of 1916 and 1917, is the statutory basis of the present education system of New South Wales.

Denominational and other private schools continue in existence without endowment, but by virtue of the compulsory education principles of the Act of 1916, and of the conditions attaching to bursary awards for secondary and tertiary education, all primary schools and most secondary schools have become subject to a measure of inspection by officers of the State, and are required to conform to the standards prescribed by the Government. In December quarter, 1923, approximately 82 per cent. of the children between 7 and 14 years of age attended State schools, and 18 per cent. attended private schools.

PRESENT SCHOOL SYSTEM.

The principles of the present State or Public School system were originated by the Education Act 1880, which is still in force, but since 1899 the growth of new educational ideals has led to extensive changes through endeavours "to construct a flexible, coherent, and comprehensive national system which should correspond with the economic and political ideals of the people." Corresponding changes have been wrought in the nature of school work, and in the Primary Syllabus of 1922 the aim of the system was thus stated: "The function of a school is to supply the circumstances and conditions most favourable to a child's growth." No particular method of teaching is imposed, and emphasis is laid upon the

acquisition of personal culture and the development of intelligence as well as on the assimilation of useful knowledge.

Education under this system is secular, free and compulsory, each of these principles being enjoined by statute. The Act of 1880 provides that "the teaching shall be strictly non-sectarian, but the words 'secular instruction' shall be held to include general religious teaching as distinguished from dogmatical or polemical theology"; general religious instruction is given by teachers, and for limited periods, with the consent of parents, by ministers of religion. The Free Education Act, 1906, provided that all education in State primary schools must be free; fees in secondary schools were abolished by regulation in 1911, but were reimposed in 1923. The Act of 1880 provided that attendance of children at school be compulsory between the ages of 6 and 14 years, but the Amending Act of 1916 raised the compulsory age at beginning to 7 years.

The State School system is subject to central guidance and control, being administered by a responsible Minister of the Crown, through a permanent Director of Education, who is Under-Secretary of the Department of Education. Practically the whole of the expenditure on State education is provided by appropriation from the Consolidated Revenue Fund.

The complete scheme of education, as established, insures co-ordination between both public and private schools, and provides a direct avenue from Kindergarten to University. The various stages are marked by examinations designed to test the fitness of candidates for higher education. Assistance to obtain secondary and tertiary education is accorded by the State through the bursary system to promising students who lack financial means.

Census Results.

Particulars of the numbers of persons receiving education and of the extent to which the rudiments of education—reading and writing—had been acquired at the censuses of 1901, 1911 and 1921 are shown in the Year Book for 1922 at pages 148-150.

SCHOOLS AND TEACHING STAFFS.

The following table shows the total number of public and private schools in operation at the end of 1901, 1911, and of each of the past five years, and the aggregate teaching staff in each group. The figures in this table, and in the subsequent tables relating to public and private schools include secondary schools, but are exclusive of evening continuation schools, Technical Colleges and Trade Schools, Free Kindergarten and schools maintained by charitable organisations, shorthand and business colleges, etc.

Year.	Schools.			Teaching Staffs.						
	Public. *	Private.	Total.	In Public Schools.*			In Private Schools.			Grand Total.
				Men.	Women.	Total.	Men.	Women.	Total.	
1901	2,745	890	3,635	2,829	2,318	5,147	337	2,303	2,640	7,787
1911	3,125	757	3,882	3,165	3,034	6,199	366	2,262	2,628	8,827
1919	3,124	678	3,802	3,410	4,806	8,216	387	2,367	2,754	10,970
1920	3,163	679	3,842	3,432	4,948	8,380	431	2,360	2,791	11,171
1921	3,216	677	3,893	3,554	5,118	8,672	465	2,463	2,928	11,600
1922	3,213	678	3,891	3,696	5,310	9,006	461	2,485	2,946	11,952
1923	3,243	681	3,924	3,843	5,351	9,224	476	2,562	3,038	12,262

* Including subsidised schools.

The number of teachers shown above excludes, in the case of public schools, students in training, who numbered 842 in 1923, and in the case of

private schools, visiting or part-time teachers, who numbered 329 males and 814 females, some of whom doubtless attended more than one school and appear in more than one return.

In the State schools the men employed as teachers outnumbered the women until 1912, but the proportion of men in 1923 was only 42 per cent. of the total, a slight increase since the previous year. In the private schools the proportion of men teachers has been small always, but it shows a tendency to increase. Men constituted only 16 per cent. of the full-time teaching staff of private schools in 1923.

SCHOOL PUPILS

A comparative review of the enrolment of children at public and private schools is restricted to the last quarter in each year, as the figures formerly collected in regard to private schools relate only to that period. The following statement shows the recorded enrolment during the December quarter at all schools and colleges in the State, primary and secondary, other than evening continuation, charitable, and free kindergarten schools and technical, trade and business schools and colleges* :—

Year.	Public Schools.†			Private Schools.			Total Enrolment.	Proportion of Scholars Enrolled.	
	Boys.	Girls.	Total.	Boys.	Girls.	Total.		Public Schools.	Private Schools.
								per cent.	per cent.
1901	110,971	99,617	210,588	27,163	33,674	60,837	271,425	77.6	22.4
1911	116,317	105,493	221,810	26,962	34,588	61,550	283,360	78.3	21.7
1919	150,465	138,466	288,931	34,267	40,669	74,936	363,867	79.4	20.6
1920	156,066	143,625	299,691	34,254	40,085	74,339	374,030	80.1	19.9
1921	163,699	151,529	315,228	35,903	42,557	78,460	393,688	80.1	19.9
1922	167,503	154,028	321,531	36,525	43,722	80,247	401,778	80.1	19.9
1923	170,616	157,632	328,248	36,632	44,091	80,723	408,971	80.3	19.7

† Including subsidised schools.

Since 1901 the enrolment in public schools has increased by 56 per cent. while in the private schools it has risen by only 33 per cent., so that the proportion of children in public schools has advanced from 77.6 per cent. to 80.3 per cent. In the public schools there are more boys than girls, the proportions being boys 52 per cent., and girls 48 per cent. In the private schools girls are in the majority, representing 55 per cent. of the enrolment.

Considering only children for whom education is compulsory, the following table shows the numbers and proportions taught in public and private schools, based on the enrolment in December quarter, omitting private institutional schools and free kindergartens. The figures for 1911 and 1916 relate to children between 6 and 14 years of age, and those for later years to children between 7 and 14 years :—

Year.	Public Schools.	Private Schools.	Total.	Proportion per cent.	
				Public Schools.	Private Schools.
1911	192,740	46,346	239,086	80.6	19.4
1916	232,408	52,568	284,976	81.6	18.4
1917	218,995	45,628	264,623	82.7	17.3
1921	246,136	53,664	299,800	82.1	17.9
1922	253,073	55,361	308,434	82.1	17.9
1923	253,846	55,860	314,706	82.3	17.7

* The numbers of pupils so excluded were as follows in 1923 :—Evening continuation, about 4,000 ; schools for deaf mutes, etc., 210 ; private charitable, 1,256 ; free kindergarten, 979 ; technical colleges and trade schools, 10,234 ; business colleges and shorthand schools, 7,521.

Apparently the proportion of children of statutory ages attending private schools decreased between 1911 and the introduction of provision for enforcing compulsory attendance in 1916, and increased thereafter.

Movement of School Population.

A very considerable movement of pupils from one school to another occurs during the year, and this is occasioned only to a small extent by transfers from primary to secondary schools, which occur usually at the beginning of the year. The total number of dual enrolments effected in 1923 was 74,809, of which 51,290 were due to pupils transferring from one public school to another; 7,917 from one private school to another; about 7,500 from private to public schools, and 5,102 from public to private schools. The total movement of school population during the year was 17 per cent. of the individual enrolments.

CHILDREN RECEIVING EDUCATION.

The total number of individual pupils who received instruction in schools in New South Wales at any time during 1923 was 439,765, and of these 357,044 were last enrolled at public schools and 82,661 at private schools.

From the approximate results of tests made it is apparent that a considerable number of children between the ages of 7 and 13 years, when education is compulsory, are not enrolled in schools for the whole of those years, although they may be attending school for most of the statutory period. The children not enrolled in schools include those receiving instruction at home (numbering 13,181 at the Census of 1921), those exempt from further attendance for special reasons on attaining the age of 13 years, and those who are inaccessible to schools or who are mentally or physically deficient. The institution of a system of teaching isolated pupils by correspondence, the provision of conveyance facilities, and of subsidies for private teachers of small rural schools are now doing much to reduce the number of children not reached by the education system. In this connection it is interesting to note that of the persons married in New South Wales in 1923, less than two per 1,000 could not sign their names.

An interesting test of the efficacy of the compulsory attendance provisions during the last four years is provided in the following table, which indicates the proportion of the effective enrolment in each year to the estimated number of children "requiring education":—

Year.	Estimated Number of Children of School Age in December.	Children of Other Ages Enrolled (December Quarter).	Estimated Number of Children requiring Education.	Average Weekly Enrolment during December Quarter.	Proportional Effective Enrolment.
					per cent.
1920	361,300	87,027	388,327	352,719	90·8
1921	311,800	93,888	405,688	371,952	91·7
1922	320,900	93,314	414,244	375,930	90·8
1923	328,500	94,265	422,765	384,064	90·8

These figures indicate that the effective enrolment in schools is approximately 91 per cent. of the number of children "requiring education." The comparison, however, is vitiated by the fact that the "number of children of other ages" included in it is a gross enrolment, and therefore is in excess of the number of children of those ages requiring education. Moreover, it is probable that the effective enrolment of children outside the ages of compulsory attendance, especially of the very young children, is proportionally lower than that of children for whom education is obligatory.

A less comprehensive, though more accurate, test of the provisions for compulsory attendance is obtained by considering the average number of pupils present each day in relation to the average number enrolled each week, pupils being omitted from the roll as they leave school. The following comparison is made on this principle, secondary schools being included:—

Year.	Public Schools.			Private Schools.		
	Average Weekly Enrolment.	Average Daily Attendance.	Ratio of Attendance to Enrolment.	Average Weekly Enrolment.	Average Daily Attendance.	Ratio of Attendance to Enrolment.
			per cent.			per cent.
1911	203,335	160,776	79.0	*	52,122	*
1916	246,572	200,635	81.3	*	56,880	*
1919	261,778	212,873	81.3	64,851	53,937	83.2
1920	279,944	234,657	83.8	72,100	59,495	82.3
1921	292,264	248,605	85.1	74,206	64,172	86.4
1922	300,827	254,382	84.5	76,328	66,340	86.4
1923	304,287	254,633	83.7	76,414	66,450	86.9

* Not available.

The marked improvement in attendance in public schools since 1916 is due to the operation of the amended law relating to school attendance. The low proportion of attendance to enrolment signifies that on the average children attend less than four and a half days in a school week of five days.

The attendance of children at school is affected adversely by infectious and contagious diseases, and—particularly in country districts where transport facilities are lacking—by inclement weather. The attendance of boys is slightly more regular than that of girls.

Age Distribution of Pupils.

The following table shows the age distribution of pupils enrolled at schools during the last five years. The figures represent the gross enrolment during December quarter at primary and secondary schools omitting those enumerated at the foot of page 49.

Year.	Public Schools.				Private Schools.			
	Under 7 years.	7 years and under 14.	14 years and over.	Total.	Under 7 years.	7 years and under 14.	14 years and over.	Total.
1919	37,935	227,535	23,461	288,931	13,195	50,739	11,002	74,936
1920	39,319	235,611	24,761	299,691	12,137	51,392	10,810	74,339
1921	41,933	246,136	27,154	315,223	12,622	53,664	12,174	78,460
1922	41,572	253,073	26,886	321,531	13,092	55,361	11,794	80,247
1923	42,723	258,845	26,674	328,242	13,066	55,860	11,797	80,723

The numbers of pupils following super-primary courses of instruction in 1923 were 36,020 in public schools and 10,914 in private schools. Most of these were above the statutory age.

In 1923 there were enrolled 55,794 children below the statutory school age—28,241 boys and 27,553 girls; and 38,471 pupils were over 14 years of age—19,231 boys and 19,240 girls.

More information as to the ages of children attending public primary schools may be obtained from a table published annually in the report of the Minister for Education. That table shows also the ages of children in the

various school classes, and, considered in conjunction with the primary and secondary school syllabuses, affords an excellent means of gauging the educational progress of school children as a whole.

RELIGIONS.

Particulars of the religion of each child attending a public school are obtained upon enrolment, but such information is not available regarding pupils of private schools. Any analysis of the religions of school pupils is restricted, therefore, to a comparison of the number of children of each denomination enrolled at public schools, and the number of children (irrespective of religion) attending schools conducted under the auspices of the various religious denominations.

Such a comparative review of the aggregate enrolment in primary and secondary schools (omitting those enumerated at the foot of page 49) during the December quarter of various years is given below. The figures, being on the same plane of comparison for each year, illustrate the progress of each main type of denominational school during the period :—

Year.	Public Schools— Denomination of Children Enrolled.					Private Schools— Denomination of Schools.			
	Church of England.	Roman Catholic.	Presby- terian.	Methodist.	Other.	Church of England.	Roman Catholic.	Undenom- inational.	Other.
1901	109,876	31,054	23,511	24,971	21,176	3,966	41,486	13,546	1,839
1911	118,794	31,044	26,347	30,595	15,080	3,297	46,097	10,141	2,015
1919	159,876	33,607	34,165	41,514	19,769	4,715	60,271	8,244	1,706
1920	166,733	34,500	35,491	42,776	20,191	4,749	60,196	7,541	1,853
1921	176,993	35,532	37,497	44,210	20,991	5,265	63,060	8,131	2,004
1922	180,888	35,458	38,829	45,104	21,252	5,288	64,693	8,255	2,011
1923	185,140	35,549	39,828	45,816	21,915	5,128	65,222	8,371	2,002

Proportion Per Cent. of Total Number of Pupils Enrolled.

Year.	Church of England.	Roman Catholic.	Presby- terian.	Methodist.	Other.	Church of England.	Roman Catholic.	Undenom- inational.	Other.
1901	40·5	11·4	8·7	9·2	7·8	1·5	15·3	5·0	0·6
1911	41·9	10·9	9·3	10·8	5·3	1·2	16·3	3·6	0·7
1919	43·9	9·3	9·4	11·4	5·4	1·3	16·6	2·2	0·5
1920	44·6	9·2	9·5	11·4	5·4	1·3	16·1	2·0	0·5
1921	45·0	9·0	9·5	11·2	5·3	1·4	16·0	2·1	0·5
1922	45·0	8·8	9·7	11·2	5·3	1·3	16·1	2·1	0·5
1923	45·3	8·7	9·7	11·2	5·4	1·3	15·9	2·0	0·5

In 1923 the number of children enrolled at schools of "other" religious denominations as shown in the last column, were as follow :—Presbyterian 914, Methodist 672, Seventh Day Adventist 340, Lutheran 76.

The pupils attending Roman Catholic schools constitute approximately 81 per cent. of the pupils attending private schools and 16 per cent. of the total pupils at all schools. The proportion of children of each denomination, except Roman Catholic, attending public schools has tended to increase or has remained constant. Although the proportion per cent. of Roman Catholic children enrolled in State schools declined from 10·9 to 9·0 per cent. between 1911 and 1921, the proportion of children enrolled in Roman Catholic schools also declined from 16·3 to 16·0 per cent. of the total. This decline is coincident with a decrease in the proportion of persons of the Roman Catholic faith in the population. The increase in the proportion of children belonging to the Church of England is coincident with an increase in the proportion of persons of that faith.

The enrolment at undenominational schools has diminished considerably since 1901.

Religious Instruction in State Schools.

The Public Instruction Act, 1880, provides that religious instruction may be given in State schools by visiting ministers and teachers of religious bodies for a maximum period of one hour in each school day, and the following table indicates the number of lessons in special religious instruction given in primary schools during the past five years by representatives of the various denominations:—

Denomination.	Number of Lessons.				
	1912.	1920.	1921.	1922.	1923.
Church of England	28,444	34,363	40,530	40,517	41,910
Roman Catholic	1,167	1,477	1,696	2,034	2,163
Presbyterian	7,626	9,005	12,684	12,769	14,291
Methodist	11,472	13,594	17,314	17,834	19,701
Other Denominations	5,893	7,518	8,605	10,341	9,870
Total	54,602	65,957	80,829	83,495	87,935

STATE SCHOOLS.

The following table affords a comparison between the numbers of the various types of State schools in operation at the end of 1881, the first full year in which the Department of Education was under ministerial control, and the numbers open at later periods.

Type of School.	Schools at end of year.					
	1881.	1891.	1901.	1911.	1921.	1923.
Secondary Schools—						
High ... ..	...	5	4	8	27	28
Intermediate High ... ..	...	...	...	...	25	29
District ... ..	...	...	...	...	13	14
Continuation Schools—						
Commercial ... ..	...	...	...	...	15	16
Junior Technical ... ..	...	...	...	...	26	24
Domestic ... ..	...	...	...	...	46	46
Rural Schools ... ..	...	...	...	...	...	12
*Composite	58	78	113	145	57	328
Total—Secondary and Con- tinuation Schools... ..	58	83	117	153	209	497
Primary Schools—						
Public	1,007	1,686	1,874	1,915	2,020	2,001
Provisional	227	320	398	475	477	525
Half-time	83†	280	414	271	90	92
House-to-house and Travelling	...	83	17	6	4	1
Correspondence... ..	...	...	...	...	3	3
Subsidised ... ..	...	...	...	414	546	541
Evening Schools—						
Primary	33	13	34	16	...	...
Continuation ... ..	...	...	...	18	46	49
Industrial and Reformatory ...	2	3	4	2	3	3
Total—Primary	1,352	2,385	2,741	3,117	3,189	3,215
Number of Schools per 1,000 of population—						
Primary	1.73	2.05	1.99	1.83	1.50	1.45
Secondary and Continuation ...	.07	.07	.09	.09	.10	.23

* Superior Public Schools.

† Including Third Time Schools.

The number of schools is not of itself an accurate indication of the effective provision of educational facilities, even when considered in relation to population. Population has tended increasingly to congregate in cities and other urban centres, where schools have grown in size, rather than in numbers, while, with the decline of the birth-rate, the proportion of children in the population has diminished. For these reasons the relative number of public schools required has decreased, but on the other hand the proportionate number of private schools also has decreased heavily.

The small number of secondary schools provided prior to 1912 is shown in the table, which indicates also the great expansion which occurred thereafter, the increase being from eight in 1911 to sixty-five in 1921, largely due to the provision of High and District Schools in country towns. In 1921 the post-primary courses, formerly given in Superior Public Schools, were revived.

A notable feature is the changes among schools provided in rural districts where population is scanty. Provisional schools have increased in numbers but part-time schools (Half-time, House to House, and Travelling), have in many cases been supplanted by smaller full-time schools, subsidised by the Government, and by correspondence schools.

Evening schools have never operated extensively, but recent innovations have increased their popularity.

Primary Schools.

Primary work in its various stages is undertaken in schools classified broadly into three groups,—(a) Primary and superior schools in more or less populous centres; (b) schools in isolated and sparsely-settled districts, viz., provisional, half-time, and subsidised schools; and (c) correspondence schools, instructing children so isolated as to be unable to attend school.

The schools are classified according to the average attendance into six classes. The number in each group, as from 1st January, 1924, is shown in the following statement; each pair of half-time schools is counted as one.

Class of School.	Average Attendance.	Schools in Operation.	Class of School.	Schools in Operation.
I.	Over 1,000	51	Central Junior Tech-	
II.	751-1,000	33	nical....	1
III.	541-750	45	Infants ...	17
IV.	201-540	147	Subsidised ...	541
V.	41-200	535	Reformatory ...	3
VI., Provisional, Half-time, and Travelling.	40 and under	1,748	Evening Continuation	49

A Public School may be established in any locality where the attendance of twenty children is assured. In most schools boys and girls are taught together, but schools with an average attendance of 360 pupils are divided into two departments, and those with an attendance exceeding 600 into three departments, viz., boys, girls, and infants.

The infants' course extends over a period of two years. The primary course for older children, completed generally between the ages of 13 and 14 years, includes English, mathematics, geography, elementary science, nature know-

ledge, civics and morals (history, Scripture, moral duties and citizenship), art and manual work, music, and physical education as prescribed in the syllabus issued by the Department of Education.

Schools in Sparsely Settled Districts.

Provisional schools are maintained where there is an attendance of at least ten pupils, and in places where doubt exists as to the permanence of the settlement. Half-time schools are established where a number of children sufficient to maintain a minimum attendance of ten pupils can be collected in two groups, not more than 10 miles apart. One teacher divides his time between the two groups, so arranging that home-work and preparatory study shall occupy the time of each pupil in his absence from either school. The course of instruction in provisional and half-time schools follows the course of full-time schools.

Small schools are not established where it is convenient to arrange for the daily conveyance to a central school of the pupils from the surrounding neighbourhood. In such cases local committees consisting of parents, the teacher of the central school, and other persons of repute, are required to assume responsibility for entering and supervising the carriage of the children, but the cost of conveyance is defrayed by the Department according to fixed rates. In 1924 about 10,400 pupils were conveyed to 1,260 central schools, principally at daily rates.

Travelling schools were established to visit localities where families are so isolated that two cannot combine readily for the education of the children. The teacher is provided with a vehicle to carry school requisites, and a tent for use as a schoolroom, in which to teach for a week at a time at each centre in his circuit. Coincident with the development of correspondence schools, there has been a reduction in the number of travelling schools, and only one was in operation during 1923.

Another type of school for the benefit of families in remote districts is the subsidised school, which may be formed where two or more families combine to engage a teacher. The teacher, if approved by the Department of Education, is paid an annual subsidy at a rate based on the average attendance, viz., in the eastern portion of the State £5 per pupil up to a maximum of £70, and in the western division £6 per pupil up to £80. The course is as far as practicable the same as in primary schools, and the subsidised schools are subject to inspection by the State school inspectors. A subsidised school may be established by a single family with at least four children of school age. As an alternative to subsidising a teacher, payments may be made under certain conditions as an aid towards boarding children in a township for the purpose of attending a public school.

Correspondence Schools.

At the beginning of 1916, further efforts were made, by means of teaching by correspondence, to extend educational facilities to children in remote localities. The experiment was commenced with three pupils, and met with such success that operations have been extended considerably. The course of instruction covers the ordinary primary course up to the standard of the Qualifying Certificate examination, and some of the pupils have passed this test with credit. A pupil is not admitted before the age of 7 years, and the young children are taught by kindergarden teachers, illustration being employed largely with satisfactory results. There were three correspondence schools in operation at the end of 1923 with an enrolment of nearly 2,000 pupils taught by thirty-eight teachers. In 1924 the schools were consolidated and placed under the supervision of one headmaster.

Reformatories.

Special provision for delinquent children has been made at State reformatories and similar establishments, and at a truancy school. At three institutions schools are maintained and in other places the children attend public schools. Statistics of such pupils are included in those relating to State schools, as shown in this chapter, and other details regarding the reformatory treatment of children are given in the chapter "Social Conditions" of this Year Book.

The State has not yet established an institution for the education of feeble-minded children, but a site for the erection of homes has been purchased. The education of blind, deaf, and dumb children also is left practically to private organisations, one institution being subsidised by the State. Statistics as to retardation are collected by the Department of Education.

SECONDARY EDUCATION IN STATE SCHOOLS.

Prior to the year 1912 the facilities provided by the State for secondary education had grown slowly and were then limited to eight High Schools at which students were required to pay fees. But in that year a comprehensive system of free secondary education was instituted. All fees were abolished, the number of bursaries and scholarships was greatly increased, and, later on, text books were provided free to all students. The provision of facilities on these liberal terms caused a strong demand for secondary education, and, within the next ten years the number of students attending high and district schools trebled, the number of students enrolled during 1922 being more than 15,500. Fees were re-imposed in High Schools in 1923.

Admission to High Schools is gained by competitive examination, and only properly qualified pupils are allowed to enter. The courses of instruction cover five years, leading to the Leaving Certificate Examination, at which candidates may matriculate, while the courses of instruction at Intermediate High and District Schools cover the first three years of that course, leading to the Intermediate Certificate Examination. The courses are for the most part educational only, but the Intermediate and Leaving Certificates are generally accepted as proof of sufficient educational qualification for admission to the Public Service, the teaching profession, banks, and kindred bodies.

Secondary courses with a more directly vocational bias are provided also in Superior or Continuation Schools, some of which have been converted into Intermediate High Schools providing commercial courses.

At the end of 1923 there were nine High Schools in the metropolitan area (including a Technical High School) and nineteen in the country districts providing a full course of instruction. At all of these fees to the amount of £2 2s. per term are charged, subject to exemptions in certain cases by the Minister. There were twenty-nine Intermediate High Schools, sixteen being in the country, and fourteen District Schools, at which secondary education is free, a deposit of £1 being required in certain cases as a guarantee of attendance for at least one year.

Certain large primary schools in the country districts, where secondary schools are not readily accessible, commenced in 1921 to provide composite courses of study leading to the Intermediate Certificate, the Commercial Superior Public School Certificate, and the Public Service Entrance Examinations.

The following statement shows the number of pupils receiving secondary education at State schools in 1923, in comparison with the number in 1913, the first year for which particulars are available:—

Schools.	1913.			1923.		
	Number of Schools.	Gross Enrolment.	Average Daily Attendance.	Number of Schools.	Gross Enrolment.	Average Daily Attendance.
High and District	42	6,392	4,712	71	16,513	12,849
Superior Public (Day Continuation) —						
Commercial	32	1,724	883	16	1,641	1,031
Junior Technical	20	804	416	24	5,311	3,639
Domestic	52	1,601	778	46	8,337	5,404
Total, Superior... ..	104	4,129	2,077	86	15,289	10,074
Rural ... ..	...	...	...	12	584	443
Composite* ... ..	...	...	...	328	3,634†	3,047
Total, Secondary and Super Primary	146	10,521	6,789	497	36,020	26,413

* Secondary pupils.

† Net enrolment.

The average daily attendance of secondary pupils has increased almost four-fold during the last ten years, the increase being greatest in continuation schools.

Growth of High Schools.

The following particulars relate to High Schools and Intermediate High Schools maintained by the State. In addition to the holders of bursaries as shown in the tables there were 250 holders of scholarships in 1911 and 1,165 in 1916. In later years scholarships were not awarded, all pupils being supplied with text-books free of cost.

Year.	High Schools.	Inter-mediate Schools.	Teachers.			Pupils.			Bur-saries.	Cost per head of enrolment. *
						Enrolment.		Average Attend-ance.		
			M.	F.	Total.	Total.	Av'rage Weekly			
1901	4	...	16	11	27	676	526	489	†	£ s. d. 9 15 2
1911	8	...	59	38	97	2,293	1,864	1,786	201	10 6 10
1916	19	3	195	146	341	5,888	5,123	4,780	748	21 8 0
1919	23	4	229	215	444	7,750	6,744	5,916	990	16 16 8
1920	27	23	310	274	584	12,636	9,575	8,805	1,064	18 2 0
1921	27	25	349	299	648	14,247	12,199	11,253	1,005	17 10 0
1922	28	26	371	318	689	15,537	13,151	12,106	923	17 19 3
1923	28	29	396	307	703	15,099	12,883	11,882	830	14 17 6

* Including buildings. † Not available.

The rapid expansion in secondary schools affords evidence of a widespread desire for education among the people, and the anxiety to take advantage of the improved facilities has imposed on the Department the necessity of excluding by means of competitive examination for admission those less qualified to benefit by a course of secondary education. A corresponding growth in the number of University undergraduates is evident after 1916, in which year students educated entirely under the new system introduced in 1911 had reached the stage for matriculation. Fees in High Schools were reimposed in 1923, and the enrolment decreased, notwithstanding the opening of three new intermediate schools and an increase of fourteen teachers. There was, however, a marked increase in enrolment at day continuation schools.

Arrangements are being made for the establishment of hostels in connection with the High Schools in country districts; five hostels are already open and sites have been purchased for two others.

EVENING CONTINUATION SCHOOLS.

Evening Continuation Schools have been established by the State for the benefit of those who leave school at the termination of the primary course to engage in occupations. They are organised on the same lines as the Day Continuation Schools. The courses, which extend over a period of two years, are similar, though they are necessarily modified for pupils who work during the day, and attend the classes for only a few hours per week. An Evening Continuation School may be established in any centre where the number of students who will guarantee to attend for two years is sufficient. A fee of 6d. per week is charged, but it is refunded at the end of each year to the students whose conduct and attendance have been satisfactory. The average age of the pupils attending the Evening Continuation Schools is 18 years.

The following is the record of the Evening Continuation Schools for the years 1922 and 1923:—

Classification.	1922.			1923.		
	Number of Schools.	Average Weekly Enrolment.	Average Attendance.	Number of Schools.	Average Weekly Enrolment.	Average Attendance.
Junior Technical (Boys)...	17	1,515	1,175	18	1,508	1,184
Commercial (Boys) ...	17	1,728	1,356	18	1,691	1,329
Domestic (Girls) ...	13	927	596	13	1,049	695
Total ...	47	4,170	3,127	49	4,248	3,208

A large increase has occurred in the enrolment and attendance since 1920, due partly to the opening of new schools, but also to reorganisation of the curricula and the addition of social attractions for pupils.

PRIVATE SCHOOLS.

The position of private schools in the education system of the State is discussed on page 47.

By virtue of the Public Instruction (Amendment) Act of 1916, children between the ages of 7 and 14 years must be provided with efficient education, and a school is not recognised as efficient unless it is certified by the Minister of Education, who takes into account the standard of instruction, the qualifications of the teachers, the suitability of the school premises, and the general conduct of the school. This provision applies to both primary and secondary schools where children of statutory ages are educated. The conditions upon which benefits under the Bursary Endowment Act are extended to private secondary schools involve a similar inspection and certification, and nearly all of them have been registered by the Department of Education. The standards of instruction required of private schools under both Acts are the same as those of public schools of similar grade and situation. Public examinations are based upon the curricula of State schools, and this tends to establish still greater uniformity in the standards of instruction.

The total number of private schools certified by the Minister for Education in June, 1924, was 730. Of these, 574 were certified under the Public Instruction (Amendment) Act of 1916, including 65 which were certified for the instruction of children up to a specified age only; 91 secondary schools were registered under the Bursary Endowment as efficient to provide the full secondary course; and 65 were recognised officially as qualified for the education of pupils to the Intermediate Certificate stage of the secondary course.

State aid to private schools was discontinued in 1882, but between 1883 and 1899 private schools grew faster than State schools, and the proportion of pupils in private schools to the total increased from 16.9 to 22.6 per cent. In the next ten years there was a decline in the number of pupils attending private schools, and the proportion fell to 21 per cent. Subsequently there was an increase in enrolment, but it was slower than the increase in State school pupils, and the proportion declined further to 19.7 per cent.

The following table affords a comparison of schools of each denomination over an interval of ten years:—

Classification.	1913.				1923.			
	Schools.	Teachers.	Enrolment December Quarter.	Average Daily At- tendance	Schools.	Teachers.	Enrolment December Quarter.	Average Daily At- tendance.
Undenominational ...	262	672	9,910	8,276	150	453	8,371	7,210
Roman Catholic ...	407	1,649	49,580	41,605	457	2,130	65,222	53,032
Church of England ...	53	206	3,533	2,974	58	305	5,128	4,428
Presbyterian ...	4	23	364	345	5	60	914	833
Methodist ...	2	17	333	316	2	33	672	622
Lutheran ...	1	1	31	30	2	2	76	62
Seventh Day Adventist	3	13	263	224	7	15	310	263
Hebrew ...	1	5	577	535	...	...	...	...
Total ...	733	2,586	64,591	54,305	681	3,038	80,723	66,450

The number of private schools has decreased from 733 to 681, but the enrolment has increased by 16,132. Undenominational schools have declined in number and in enrolment, but all groups of denominational schools have expanded. Roman Catholic schools, which constitute the great majority of the private establishments, increased in number by 12 per cent., and in enrolment by 25 per cent.

The number of teachers, as shown in the table, does not include those who visit schools to give tuition in special subjects only. The total number of visiting teachers shown in the school returns was 1,007 in 1913, and 1,143 in 1923. It is not possible to ascertain the number of individuals represented by these figures, because the number of teachers who give instruction in more than one school is not recorded.

Fees are usually charged at private schools, but they vary considerably in amount. In certain denominational schools the payment of fees is to some extent voluntary, and a number of scholarships and bursaries have been provided by private subscriptions for the assistance of deserving students.

Some of the private schools are residential, and in 1923 there were 73,149 day scholars and 7,574 boarders.

Prior to 1912, when the State system was extended, secondary education was left largely in the hands of private institutions, but particulars of secondary pupils were not obtained until 1922. The following statement shows the number of such pupils enrolled during the December quarter of the last two years.

Private Schools.	1922.				1923.			
	Schools.	Secondary Pup 1 Enrolled.			Schools.	Secondary Pupils Enrolled.		
		Boys.	Girls.	Total.		Boys.	Girls.	Total.
Registered for—								
Full Course ...	82	4,330	4,141	8,471	83	3,867	4,315	8,182
Intermediate Course ...	60	902	1,138	2,040	61	575	977	1,552
Other Private Schools ...	57	458	665	1,123	97	567	673	1,140
Total ...	199	5,690	5,944	11,634	241	4,949	5,965	10,914

There was a marked decrease in the number of boys at registered secondary schools in 1923 as compared with the previous year, but the number of girls who were secondary pupils showed a slight increase.

PRIVATE CHARITABLE SCHOOLS.

In addition to the private schools to which the foregoing tables relate, there are schools connected with charitable institutions or organisations, which are certified under the Public Instruction (Amendment) Act of 1916 for the education of children of statutory school age. There were 18 such schools in 1923. Nine were under the auspices of the Roman Catholic Church, 3 Church of England, 2 Salvation Army, and 4 were conducted as ragged schools. The gross enrolment at the institutional schools during 1923 was 1,332, and at the ragged schools 188. The Kindergarten Union maintains fourteen free kindergarten schools and playgrounds for children under statutory school age; the organisation receives a State subsidy.

The education of deaf and dumb and blind children is undertaken at two schools in connection with the Institution for the Deaf and Dumb and the Blind, which is endowed by the State. In 1923 there were 107 deaf and dumb children, 30 blind children, and one deaf and blind child in the institution. Deaf mutes are trained also at two Roman Catholic institutions, one at Waratah for girls, with 41 inmates at the end of 1923, and the other, recently established at Castle Hill, where 25 boys are enrolled.

The total number of private charitable schools in 1923 was 36, and there were 136 teachers. The gross enrolment during the year was 2,965 and the average daily attendance 2,024. In December quarter there were 2,445 scholars on the roll, of whom 1,168 were under 7 years of age, 1,150 between 7 and 14 years, and 127 over 14.

SCHOOL EXAMINATIONS.

Formerly, public examinations were conducted by the University for the purpose of testing the educational fitness of intending students and of candidates for matriculation. The standards of these examinations became generally accepted by public bodies. With the reorganisation of the whole scheme of secondary education in 1911, which brought about a co-ordination of curricula between public and private schools and established secondary schools as a connecting link between primary school and University, it became necessary to establish a system of examinations with a wider purpose. A new scheme was formulated by the Department of Education with the concurrence of the University authorities, who agreed to accept as evidence of satisfactory educational qualification appropriate certificates issued by the Department, and, in 1916, the University discontinued holding further public examinations, with the exception of an annual special matriculation examination, on the results of which a number of University scholarships and prizes are awarded.

The regulations of the Department provide for the issue of certificates which mark definite stages in the progress of school pupils. The Qualifying Certificate indicates that the holder has completed the primary course satisfactorily, and is fitted to enter upon a secondary course of instruction. Prior to 1922, every pupil was required to pass a written examination in order to obtain a Qualifying Certificate. Since that year the certificates are awarded to pupils of the sixth class who, in the judgment of the local inspector, have attained satisfactory results at school tests applied at intervals during each year by the principal of the school. The written test is applied only to pupils who desire to compete for admission to High Schools or for bursaries tenable at Secondary Schools.

The Superior Public School Certificate is issued to successful candidates at a written examination terminating the continuation course of instruction.

The Intermediate Certificate marks the satisfactory completion of the first three years of the secondary course. The Leaving Certificate is obtainable on graduation from the full five-years' secondary course, and is accepted as indicative of adequate preparation for the University, if it shows a pass in matriculation subjects.

The Board of Examiners in connection with the Intermediate and Leaving Certificates consists of the Director of Education, the Chief Inspector, the Principal of the Teachers' College, the Inspector of Secondary Schools and four delegates appointed by the University. These examinations have been adopted as standards for the admission of persons to the various branches of the public service of the State, and are accepted widely in commercial circles.

Certificates of proficiency are awarded to pupils of Evening Continuation Schools whose attendance and work have been satisfactory throughout the course.

The number of candidates and of passes at each of the examinations during 1922 and 1923 are shown below :—

Examinations.	1922.			1923.		
	Candidates	Passes.		Candidates.	Passes.	
		Number.	Per cent.		Number	Per cent.
High School Entrance and Bursary ...	7,946	5,633	83.9	8,429	5,869	69.6
Intermediate Certificate ...	4,797	3,256	67.9	5,086	3,559	70.0
Leaving Certificate ...	1,345	939	73.6	1,337	1,048	78.4
Superior Public School Certificate ...	2,109	1,833	86.9	2,346	1,981	84.4
Evening Continuation Certificate ...	418	302	72.3	460	325	70.7

Particulars regarding the examinations held in earlier years are published in previous issues of the Year Book.

SCHOLARSHIPS AND BURSARIES.

It is the policy of the State to assist promising students to obtain secondary and tertiary education by granting scholarships and bursaries to meritorious pupils whose parents have small means.

Scholarships tenable at State secondary schools were discontinued in 1915, when arrangements were made for the free supply of school material. A few scholarships—seven in 1923—are provided to enable boys to attend the Sydney Grammar School, which is subsidised by the State.

At the Intermediate Certificate examination candidates may gain scholarships entitling them to technical instruction for three years at Lower Trades Courses or Women's Industries Courses, and students of the Hurlstone Agricultural School may gain scholarships tenable for two years at the Hawkesbury Agricultural College, with monetary allowance for text-books.

Boys who intend to become teachers may gain at the Intermediate Certificate examination two-year scholarships tenable at District or High Schools. Text-books are supplied, and an allowance is granted.

Scholarships, admitting to courses of technical instruction, are provided to assist students to pass from the Day and Evening Junior Technical

Schools to the Trades and Domestic Science Schools, from Lower to Higher Trades Courses, and from Trades to Diploma Courses. Students holding Leaving Certificates may obtain entrance by scholarship to the Diploma Courses; and those who have gained the Intermediate Certificate at the Technical High School may obtain scholarships enabling them to enter the Higher Trades Courses. These technical scholarships carry a grant of text-books and appliances and exemption from fees, and holders must be engaged in the trade or profession for which the course has been established. Students who pass through the Diploma Course with sufficient distinction are enabled to continue their education at the University by means of scholarships valued at £100 per annum.

At the Superior Public School Certificate Examination in 1923, 46 boys and 317 girls gained scholarships tenable at a Trades school. At the Intermediate Certificate examination 40 scholarships for Lower Trades Courses were awarded, and 14 Hawkesbury Agricultural Scholarships. At the Leaving Certificate Examination 28 boys and 2 girls were awarded scholarships for diploma courses at technical colleges; also 200 exhibitions exempting the holders from the payment of fees to the University, viz., 112 pupils of State schools, and 88 pupils of registered secondary schools. In the same year 14 students at evening continuation schools won scholarships for free education at day courses.

Bursary Endowment.

In 1912 the Bursary Endowment Act was passed by Parliament, providing public moneys for bursaries, tenable in public or private secondary schools and in the University of Sydney. This fund is administered by a specially constituted board, consisting of two representatives each of the University of Sydney, of the Department of Education, and of the private secondary schools registered under the Act.

Schools desiring to educate bursars or competitors for bursaries must register with the Bursary Endowment Board. Such registration, which is effective for two years, is conditional upon the suitability of school premises, the organisation and equipment of the school, the method and range of instruction, efficiency of the teaching staff, and the general conduct of the school.

At 30th June, 1924, in addition to 28 public high schools, 32 intermediate high schools, and 12 district schools, there were 91 non-State schools registered under the Bursary Endowment Act as competent to educate students to the Leaving Certificate standard, and 65 other non-State schools whose standard was recognised to the Intermediate Certificate stage of the secondary course.

Bursaries admitting to a course of secondary instruction are awarded to pupils between the ages of 12 and 14 years, whose parents' income is less than £260 per annum, or not more than a quota of £60 per annum for each member of the family, exclusive of children earning 15s. or more weekly. One-third of the bursaries are available for pupils of metropolitan and suburban schools, and special provision is made for small country schools.

Each bursary comprises a grant of text-books not exceeding in value £1 10s. per annum, and an annual allowance of £40 for the first to third years, and £50 for the fourth and fifth years, to holders who live away from home in order to attend school, the allowance in the case of those who reside at home being £12 per annum to the intermediate

standard, increasing to £18 and £24 respectively in the last two years. The bursaries awarded in 1923 numbered 259, viz., 157 to boys and 102 to girls.

Bursaries, tenable for two or three years, are awarded upon the results of the Intermediate Certificate Examination. They are of the value of fourth and fifth year bursaries. Seven were awarded to girls and 4 to boys in 1923.

Bursaries tenable at the University of Sydney may be awarded to candidates at the Leaving Certificate examination who are under 19 years of age and whose parents' means are unequal to the expense of a University education. A full bursary entitles the holder to a grant for text-books not exceeding £5 per annum, and to free education. An allowance not exceeding £25 per annum is made to those who need not board away from home, in order to attend the University, and not exceeding £65 per annum to those who must do so. The number of such bursaries awarded annually ranges from 25 to 40; 22 were awarded to boys and 11 to girls in 1923.

At 30th June, 1924, excluding 361 holders of war bursaries, there were 1,191 pupils holding bursaries under the Bursary Endowment Act; 1,074 were attending courses of secondary instruction, and 117 were attending University lectures. The annual monetary allowances paid in 1923-24 were as follow:—

Allowances.	Bursars.	Allowances.	Bursars.
£		£	
12	340	40	317
18	127	50	186
24	106	65	39
25	76		
		Total ...	1,191

War bursaries are provided by the Bursary Endowment Board for children of incapacitated and fallen soldiers. They may be awarded to assist holders during primary, secondary, or University courses, or in technical, trade, or agricultural instruction, or they may be applied to augment the wages of apprentices. War bursaries are tenable for a period not exceeding two years, but are subject to renewal. The number in operation at 30th June, 1924, was 361, one holder was receiving £30 per annum and the others £10. The total number awarded since they were initiated in 1916 was 1,178.

A sum of money, amounting to £7,726, was raised by public subscription to provide war bursaries, and the fund, known as the Anzac Memorial Bursary Fund, has been vested in the Bursary Endowment Board. Up to 30th June, 1924, the number of these bursaries awarded was 47; each bursary bears the name of its founder and is tenable at a secondary school.

In addition to the bursaries made available by the Bursary Endowment Board, three bursaries, tenable for three years, may be awarded at the Hawkesbury Agricultural College; three, tenable for two years, at each of the Farm Schools at the Bathurst and Wagga Experiment Farms; and one, tenable for one year, at the Apprentice School at Wollongbar Experiment Farm.

KINDERGARTEN.

Kindergarten methods under the Montessori system have been adopted as far as practicable in the infant schools under the Department of Education, and in various large schools throughout the State, Kindergarten classes are conducted for the purpose of bringing young children under refining influences.

During the year 1923 classes were in operation in 164 public schools; seventeen were separate infant schools, and the remainder were primary schools with Kindergarten departments attached. The number of pupils enrolled for Kindergarten instruction in State schools was 9,563, the average attendance being 7,188.

In Victoria Park, Sydney, a Kindergarten playground is maintained under the supervision of a State teacher.

Free Kindergarten schools and playgrounds are conducted also by the Kindergarten Union of New South Wales, which is assisted by an annual grant from the Government, amounting to £1,000.

In the playgrounds set apart for their exclusive use the children are engaged in organised games, under trained Kindergarten supervisors. Special attention is directed to physical welfare, and to the cultivation of hygienic habits.

In 1923 there were 14 Free Kindergarten schools and playgrounds with 53 teachers; during the December quarter there were 979 scholars enrolled, all under 7 years of age. The average daily attendance was 668, and the gross enrolment for the year 1,227. Some of the ordinary private schools also have departments for Kindergarten work.

A private institution supplies training for teachers in Froebelian methods, and the free Kindergartens provide observation and practice schools.

COMMERCIAL EDUCATION.

Preparatory education for commercial life has been provided in the State primary schools, where the course of instruction, especially in the Commercial Continuation Schools, includes elementary training in many commercial subjects. Economics, shorthand, and business principles and practice are included in the curriculum of the High Schools. A number of private schools and colleges also afford facilities for commercial training, both by day and evening classes; book-keeping, business methods, shorthand, and type-writing are the main subjects taught.

A complete return of the number of pupils taught in these special subjects is not available, but statistics of the State Commercial Continuation Schools are supplied on page 57, and particulars obtained from Business and Shorthand Schools under private management show that 19 were in operation in 1923 with 146 teachers, and a total enrolment of 2,654 boys and 4,867 girls. The average attendance at the Business and Shorthand Schools during the year was 3,027, and the amount of fees received £45,273.

Advanced preparation for commercial life has been provided in some measure by the University course in Economics and Commerce. The diploma course was converted in 1913 into a degree course.

A special grant is paid from the public revenue of the Commonwealth to the University to assist in the teaching of languages serviceable to the development of commercial relations between Australia and other countries. By this means a lectureship in Japanese language has been established.

DOMESTIC TRAINING.

In the reorganisation of Superior Public Schools provision was made for the establishment of Domestic Superior Public Schools for girls. The syllabus came into operation at the beginning of 1913, and the course includes household accounts, cookery, laundry work, dressmaking, millinery, gardening, art of home decoration, music, social exercises, morals and civics, and physical training, as well as a course in English, designed to encourage a taste for wholesome reading. Three hours per week are devoted to cooking and laundry, the course being practical and diversified. Personal hygiene, nursing of sick, and care of infants receive considerable attention. Botany and gardening are taught, and, while the course is designed primarily to train girls to manage a home, provision is made also for a training in commercial horticulture, and after the completion of the domestic course a third year course of business lessons has been arranged to fit girls to take up work in commercial houses in the city.

During 1922 seventy schools for practical cookery were in operation, the enrolment being more than 5,147; in addition, demonstrations in cooking were given to another 3,580 pupils. The Technical College provides more advanced courses.

The courses of study provided at Secondary Schools include needlework, art, and music.

A School of Domestic Science was established recently at the Sydney University. The course for the degree of Bachelor of Science in Domestic Science covers a period of three years, and includes Physics, Chemistry, Physiology, and Botany or Zoology, Public Health, and the course in Domestic Science at the Sydney Technical College.

AGRICULTURAL AND RURAL TRAINING.

Education in subjects pertaining to rural industries is now receiving increasing attention in New South Wales and a Supervisor in Agricultural Education, appointed in 1921, is steadily developing the system. Training commences in the primary schools with the teaching of the elementary principles of agriculture, both practical and theoretical. School gardens and experiment plots are adjuncts to many State schools, and grants are made of farm, vegetable, and flower seeds.

In 1923 twelve Rural Schools were conducted in conjunction with the primary schools in country centres. At each of these schools super-primary courses are provided extending over a period of three years in elementary agriculture, agricultural nature study, applied farm mechanics, rural economics and horticulture. In 1923 there was an enrolment of 584, and an average attendance of 443 pupils.

In the country high schools at Albury, Orange, and Wagga, and in the Casino District School, courses in agriculture are provided, and a special Agricultural High School is situated at Hurlstone Park. The grounds at Hurlstone Park, covering 26 acres, are used for teaching practical operations and for experimental work in the growth of crops, action of fertilisers, etc. The course at this school extends over three years, and covers a general English education in addition to science with laboratory practice, and agriculture with field work. The training at Hurlstone Agricultural High School forms a preparatory course to the more advanced work at Hawkesbury Agricultural College. During 1923, there were 176 students at Hurlstone. For resident students the fee is £6 6s. per quarter; for day students no

fees are charged. An Agricultural High School was opened at Yanco in 1922, the enrolment during the year 1923 was 67 students.

In the Murrumbidgee Irrigation Area a special teacher of agriculture visits the local schools for the purpose of supervising a special course in practical experimental agriculture. Instruction in general farm work is a feature of the treatment of delinquent and neglected children at the Farm Schools at Gosford and Mittagong.

Advanced training in all branches of Agriculture is provided for farmers and students at the Hawkesbury Agricultural College and the Experiment Farms where 292 students were in attendance in 1923. Further particulars of these institutions are published in the chapter relating to agriculture.

The Diploma course at the Hawkesbury Agricultural College covers three years' work, but certificates may be obtained for shorter courses. Students holding the Diploma of the College may be permitted to complete the course for the degree of Bachelor of Science in Agriculture at the University in three years instead of four.

The final stages of agricultural education and training are reached at the University, where, in 1910, a degree course in Agriculture was instituted. A four-years' course leads to the degree of Bachelor of Science in Agriculture, and, in providing a higher training ground for teachers and experts, completes the whole system of preparation for rural industries. The Experiment Farms of the State are available for the practical and experimental work in connection with the degree course.

In Veterinary Science a course extending over a period of four years leading to the degree of Bachelor of Veterinary Science is provided at the University.

INDUSTRIAL TRAINING.

Industrial training is connected intimately with the question of apprenticeship, and from time to time attempts have been made to relate school training and apprenticeship. Useful courses have been provided for boys who finish the primary course of education at the age of 14 years and cannot enter apprenticeship before the age of 16 years. Technical instruction in the form of manual training is a feature of the primary school syllabus, and a preparatory course leading to the trade courses under the Technical Education System is given in the Junior Technical Continuation Schools.

The course in the Continuation Schools, covering two years, was planned with the object of supplying a useful introduction to industrial occupations for boys. The subjects of instruction which were chosen with the intention of meeting the needs of the future artisan are essentially of a practical nature, viz.:—practical drawing and workshop practice, English, practical mathematics, history and civics, industries and elementary science. At the same time attention is given to the training of pupils in citizenship, and corporate life is made a feature of the school organisation.

Higher courses of instruction are given in the institutions under the Technical Education system hereinafter described. Consideration has been given to the question of extending the period of compulsory education beyond the present limits as defined by the Public Instruction Act. For apprentices in a number of trades a measure of compulsion is supplied already by means of awards and agreements under the Industrial Arbitration system and of regulations prescribed by the Board of Trade. In some instances, they contain clauses which make attendance at a technical course obligatory on the part of the apprentices, and the employers pay the fees. In other cases the apprentices are required to obtain certificates of attendance

before admission to the trade as journeymen. In some trades in which attendance is optional, the employers must pay the fees of the apprentices who attend the technical schools, and in others higher rates of wages are prescribed for apprentices who pass the technical examinations.

In a few instances provision has been made either by award or by the voluntary action of the employers for attendance of apprentices at day classes, but generally the apprentice is regarded as a full-time wage-earner and attendance is in addition to the day's labour in the workshop.

SCHOOL SAVINGS BANKS.

A system of school savings banks in connection with the State schools was initiated in the year 1887, and by this means £949,734 have been received in deposits, and £178,711 transferred to the Government Savings Bank as children's individual accounts. The object of these banks is to inculcate principles of thrift during the impressionable ages.

In 1923 these banks numbered 866; the deposits amounted to £61,989, and withdrawals to £63,021; £8,468, representing individual sums of £1 and upwards, were transferred to the Government Savings Bank, leaving £16,576 as credit balances in the school banks.

MEDICAL INSPECTION OF CHILDREN.

The Medical Branch of the Department of Education undertakes the medical inspection of the school children attending State and private schools, the work being arranged so that each child is examined every three years. A travelling school hospital and travelling clinics have been provided for the treatment of physically defective children in country districts; there is also a metropolitan dental clinic. Details regarding the medical inspection of school children and the school clinics are published in the chapter of the Year Book relating to Social Condition.

The work of the medical officers of the Department of Education includes the investigation of epidemics of infectious diseases affecting school children; the inspection of school buildings; courses of lectures at the Teachers' College; lectures to senior girls in metropolitan schools on the care of babies, personal cleanliness, home hygiene, sick-nursing, etc.; and lectures to parents.

TECHNICAL EDUCATION.

The first class for technical education in New South Wales was established by the Sydney Mechanics' School of Arts in 1865. The scheme passed under Government control in 1883, and the Sydney Technical College was opened in 1892.

Technical education is under the direct control of the Department of Education, and is administered by a Superintendent, with financial and general procedure independent of other branches of the education system. The courses of instruction are co-ordinated, however, with those of the ordinary schools, viz., technical classes in Public Primary Schools, the Junior Technical Continuation Schools, the Trades' Schools, and the Technical High School.

The system of technical education is administered from the Central Technical College, Sydney; branch colleges have been established at East Sydney, Newcastle and Broken Hill; and trade schools have been instituted in country and suburban centres. Several large departments of technical education have been transferred from the Central Technical College to the branch at East Sydney (Darlinghurst) whereby allowance has been made for the growth and extension of higher technical education.

Specialised instruction in the practice of a wide range of callings is provided for the apprentice, improver, and journeyman, while higher courses, embracing the technology of the various trades and technical professions, may be followed by more advanced students.

Intending students are required to furnish evidence that they possess sufficient preparatory knowledge to take profitable advantage of the training, and a student is not admitted to a course unless actually engaged in the specific trade to which the course relates. Special provision is made for the admission of journeymen, without preliminary test, to any part of the courses relating to their trades. Young students are admitted if they furnish a guarantee to become apprenticed before reaching the limit of the age of apprenticeship.

A noteworthy feature of the system is the existence of advisory committees in connection with each course of instruction. These committees are composed of representatives of employers and employees, who visit the classes regularly and discuss with the Superintendent and heads of departments matters relating to the maintenance of standards of efficiency in equipment and teaching, and by this means the courses are made to meet practical needs.

The lower Trade Courses cover a period of three years in the Trade Schools, and Higher Courses of two years' duration are given in the Technical Colleges. The subjects are grouped to form trade classes, instruction being given in all branches of mechanical and electrical engineering, building, sanitation, and artistic and manufacturing trades. Instruction is given also in women's industries (which include domestic science, cookery, and laundry work), window dressing, and tailor's cutting, but these subjects are not included in the trade or diploma courses. Special courses of instruction in sanitary science, draining and water fitting, meat inspection, and printing (composing) are conducted by means of correspondence.

Some of the higher courses of evening instruction are co-ordinated with first-year courses at the University.

The satisfactory completion of any course of instruction is marked by the award of certificates, viz., the Certificate of Trade Competency in trade courses and the College Diploma in the higher courses. These certificates are recognised by employers.

The fees payable for instruction are very low, being usually at the rate of 4s. per term of thirteen weeks for juniors, and 8s. for seniors.

The following table shows the number of classes and teachers and the enrolments at the Technical College and Trades Schools during the last five years, together with the amount of fees received and of money expended.

Year.	Number of Classes.	Lecturers and Teachers.	Total Enrolments.*	Individual Students.	Fees Received.	Net Expenditure.
					£	£
1919	557	379	14,580	7,827	8,788	87,669
1920	638	406	18,119	9,258	12,701	115,195
1921	636	447	18,974	9,696	12,641	129,851
1922	646	470	21,328	9,806	13,627	127,638
1923	664	478	23,496	10,234	14,880	142,169

* Students being counted in each class joined.

In 1919 the abnormal conditions accompanying an outbreak of influenza adversely affected the enrolment, but marked expansion occurred in technical education in later years.

Technical Education Examinations.

The following are particulars of examinations conducted in the Technical Education Branch during the last five years:—

Particulars.	1919.	1920.	1921.	1922.	1923.
Number Examined	6,367	9,268	12,075	13,269	15,543
Number of Passes	5,003	7,747	9,907	11,046	12,018
Percentage of Passes	78·5	83·5	82·0	83·2	77·3
Number Obtaining Honours ...	652	1,154	1,537	1,766	1,582

These figures afford evidence of a very encouraging growth in this important branch of education, but a wider expansion is desirable.

UNIVERSITY OF SYDNEY.

The University of Sydney was incorporated by Act of Parliament passed in New South Wales on 1st October, 1851, its scope being then limited to promoting study in Arts, Law, and Medicine. It was granted a Royal Charter on 27th February, 1858, when its graduates were accorded the same status in the British Empire as that of graduates of the Universities of the United Kingdom.

Subsequent legislation extended the scope of the University from time to time, and the various Acts were consolidated by the "University and University Colleges Act, 1900," which as amended in 1902, 1912, and 1916, constitutes the present statutory basis of the University of Sydney. The University is incorporated as a body politic, consisting of a Senate comprising twenty-four fellows, of whom four are appointed by the Governor, one is elected by each House of Parliament, five represent the teaching staff of the University, ten are elected by the graduates, and three are elected by the aforesaid fellows. The Senate has complete powers of management in the affairs of the University, and it may provide such instruction and grant such degrees as it thinks fit, except in Theology and Divinity, from which it is precluded by statute.

Within the University there are now ten faculties, viz., Arts, Law, Medicine, Science, Engineering, Dentistry, Veterinary Science, Agriculture, Architecture, and Economics, besides a School of Domestic Science. Degrees are awarded each of these faculties in addition to diplomas in Economics and Commerce, Education, Pharmacy, Public Health, Tropical Medicine and Psychiatry. Since 1884 women have been eligible for all University privileges.

University lectures (except in Law) are delivered in buildings within the University grounds, and all buildings (excepting the Law School) are in close proximity to the main administrative block containing the Great Hall, offices, the Schools of Arts and Economics, and the Fisher Library, bordering the quadrangle. Separate buildings are provided for the other faculties, and in convenient positions on the 126 acres of land vested in the Senate are situated the Macleay Museum, separate club houses for men and women, the five Affiliated Colleges, the Teachers' College, Royal Prince Alfred Hospital, and the Sports Oval.

In 1854 an Act was passed to provide for the establishment within the University grounds of residential colleges in connection with the religious denominations. These colleges are the Church of England (St. Paul's), Roman Catholic (St. John's), Presbyterian (St. Andrew's), Methodist (Wesley). There is also the Women's College, which is conducted on an undenominational basis. The Teachers' College, which is non-residential and is not affiliated with the University, is maintained by the State for the

training of teachers, and is situated in the University grounds. By-laws have been promulgated enjoining the residence of all University students in approved lodgings but they are not enforced.

Many benefactions have been bestowed on the University by private persons. These endowments include the Challis Fund, of which the original amount was £276,856 now increased by investment to £334,710; the P. N. Russell Funds, £100,000; and the Fisher Estate, £30,000. In addition, the University received £18,506 in 1923 as revenue from the trustees of the McCaughey bequest. Some prizes have been exhausted by award, but by careful investment, increases in value, unawarded scholarships, and other causes, the private foundations showed credit balances to the amount of £639,867 at 31st December, 1923.

University Finances.

The University is supported chiefly by Government aid and the fees paid by students, but it benefits also to a considerable extent from income derived from the private foundations. The income of the University from all the principal sources increased by 85 per cent. between 1919 and 1923.

The following statement shows the amounts derived by the University from each of the principal sources of revenue, and the total expenditure, during each of the last five years. Under the items are included sums received for special expenditure and amounts from benefactors to establish new benefactions:—

Year.	Receipts.					Disbursements.	Private Endowment Funds Credit Balance at end of Year. *
	Government Aid.	Fees.	Challis Fund and other Private Foundations.	Other Sources.	Total.		
	£	£	£	£	£	£	£
1919	67,203	21,353	35,685	1,428	125,669	121,608	597,333
1920	83,478	33,324	48,371	1,957	167,130	160,203	600,339
1921	130,112	41,731	59,543	2,113	233,499	211,051	622,380
1922	118,870	43,330	59,350	6,854	228,404	199,074	632,390
1923	119,370	44,563	63,860	4,363	232,165	229,228	639,867

* Includes Retiring Allowances Fund.

The amount of Government aid as stated includes special appropriations under the University (Building) Act, 1919, viz., £25,000 in 1920, and £50,000 in each subsequent year.

Salaries comprise principal item of disbursements in each year. The total expenditure in the last three years was distributed as follows:—

Classification.	Amount.			Percentage of Total.		
	1921.	1922.	1923.	1921.	1922.	1923.
	£	£	£	per cent.	per cent.	per cent.
Salaries	116,505	119,919	120,836	55·2	60·3	52·7
Maintenance, Apparatus, etc.	41,510	34,707	30,736	19·7	17·4	13·4
Buildings and Grounds ...	30,722	36,470	63,976	14·5	18·3	27·9
Scholarships and Bursaries ...	6,499	5,265	13,074	3·1	2·6	5·7
Other	15,815	2,713	606	7·5	1·4	·3
Total	211,051	199,074	229,228	100·0	100·0	100·0

Lectures, Staff, and Students.

Before admission to courses of study leading to degrees, students must afford proof of prescribed educational qualifications by matriculation. Non-matriculated students are admitted to lectures and to laboratory practice, but are not eligible for degrees. On the satisfactory completion of any course, however, they may be awarded a certificate to that effect. Lectures are delivered during the daytime in all subjects necessary for degrees and diplomas, and evening lectures are provided in the Faculties of Arts and Economics, in certain Science subjects, and in Japanese. Students are required to attend at least ninety per cent. of the lectures in each course of study leading to a degree.

Lectures are delivered during three terms of ten weeks in each year. The period of study and total cost of graduation in each faculty are as follow :— Arts, 3 years, £81; Economics, 4 years, £102; Law, 4 years, £103; Medicine, 6 years, £235; Dentistry, 4 years, £203; Agriculture, 4 years, £125; Veterinary Science, 4 years, £120; Science, 3 years, £110; Engineering, 4 years—Civil, £167; Mechanical and Electrical, £167; Mining and Metallurgy, £181; and Architecture, 4 years, £181.

The scale of fees was increased by approximately fifty per cent. in 1921, but it does not apply generally, because 200 public exhibitions or exemptions from the payment of fees are granted annually on the results of the Leaving Certificate examination to students entering the University, and fees are not required of teachers or students in training for the teaching profession attending University lectures. More than forty scholarships are awarded from private foundations to meritorious students, and twenty bursaries may be awarded by the Senate to impecunious students of sufficient merit. In 1923 fees were remitted in respect of 694 exhibitors (including the State and University bursars), 457 teachers and students in training as teachers, 7 agricultural cadets, and 5 other students. Thus University education was provided free to 1,163 students, or 42 per cent. of the total number in attendance at lectures.

The number of degrees conferred by the University from the foundation to the end of 1923 was 7,828, made up as follows :—M.A., 551; B.A., 2,762; B.Ec., 110; LL.D., 28; LL.B., 347; M.D., 71; M.B., 1,550; Ch.M., 1,205; B.D.S., 117; L.D.S., 30; D.Sc., 29; B.Sc., 474; M.E., 11; B.E., 473; B.V.Sc., 29; B.Sc. (Agr.), 27; B.Arch., 14.

In 1923 the teaching staff of the University included 32 professors, 5 associate professors, 5 assistant professors, and 164 lecturers and demonstrators. Professors and most of the lecturers are paid fixed salaries, and the remainder receive fees. Provision is made for a pension scheme for professors appointed since 1898, the benefit to accrue after twenty years' service, and after attaining the age of 50 years.

The University has not the power to confer honorary degrees, but may admit *ad eundem gradum* graduates of approved Universities, viz., Oxford, Cambridge, London, Durham, Victoria, St. Andrew's, Edinburgh, Glasgow, Aberdeen, Dublin, Queen's of Ireland, Royal of Ireland, Melbourne, New Zealand, Adelaide, and of such other Universities as the Senate may determine.

Between 1914 and 1920 there was an increase of 100 per cent. in the number of students attending lectures, principally owing to the increased vogue of secondary education and to the improved facilities for entering the University; but the figures for 1920 were augmented by reason of the return of students from active service abroad. The decline of 601 students between 1920 and 1923 may be attributed partly to the completion of courses delayed by the war and partly to an increase in fees in 1921. The decrease in the number of

paying students was 233 and of non-paying students 368. The number of students admitted to matriculation was 729 in 1920, and 447 in 1923. The following statement shows the number attending each course at different periods since 1914 :—

Course.	1914.	1920.	1921.	1922.	1923.		
					Men.	Women.	Total.
Degree and Special Courses—							
Arts { Day	310	555	626	522	220	273	493
Evening	223	236	230	206	134	65	199
Law	108	280	328	313	344	12	356
Medicine	525	991	985	870	669	79	748
Science	72	233	220	242	104	106	210
Engineering	103	229	224	193	175	...	175
Dentistry	27	74	82	80	73	3	76
Veterinary Science	14	17	16	25	16	...	16
Agriculture	10	26	28	31	27	...	27
Architecture ... ..	...	48	55	59	31	14	45
Economics and Commerce	30	150	138	124	87	26	113
Japanese ... ..	...	29	12	11	6	3	9
Diploma Courses—							
Economics and Commerce	135	236	148	118	79	16	95
Pharmacy	50	191	204	197	192	25	217
Military History and Science	89	...	...	...	...	...	...
Massage... ..	...	42	21	14	3	3	6
	1,696	3,397	3,317	3,005	2,160	625	2,785
Less Students included in two Courses.	22	41	42	40	27	3	30
Total, Individual Students	1,674	3,356	3,275	2,965	2,133	622	2,755

As a result of the expansion of secondary education in 1911 students in increasing numbers became qualified to enter the University in 1915 and subsequent years. The above table shows the extent of the consequent expansion at the University. The greatest growth is shown in the faculties of Law, Science, and Engineering, although considerable growth has occurred in the faculties of Arts, Medicine, and Economics and Commerce.

University Clinics.

The Royal Prince Alfred Hospital is a General Hospital and Medical School for the instruction of University students and for the training of nurses. Students must pass through the hospital curriculum of study and practice in order to obtain the certificate of hospital practice necessary to qualify for admission to the final degree examination in medicine and surgery. All appointments to the medical and surgical staff of the hospital are made conjointly by the Senate of the University and the directors of the Hospital.

Two other metropolitan hospitals, viz., Sydney and St. Vincent's, provide clinical schools for students in Medicine. At Sydney Hospital, founded in 1811, the clinical school is under the direction of a Board of Medical Studies, and all appointments of clinical lecturers and tutors are subject to the approval of the Senate. St. Vincent's Hospital is conducted by the Sisters of Charity, and appointments to the staff are made on the recommendation of an Advisory Board, consisting of members of the Senate and of the teaching staff in the Faculty of Medicine.

Other hospitals recognised as places where studies may be undertaken in connection with the Faculty of Medicine are:—The Royal Hospital for Women, Royal Alexandra Hospital for Children, the Gladesville and Callan Park Mental Hospitals, the Women's Hospital, the Renwick Hospital for Infants, and the South Sydney Hospital for Women.

In connection with the Department of Dental Studies, the United Dental Hospital of Sydney was established in 1901, and provides facilities for the instruction of students. It was amalgamated with the Dental Hospital of Sydney in 1965. The University lecturers in surgical and mechanical dentistry are, *ex officio*, honorary dental surgeons of the hospital.

Extension Lectures.

University Extension Lectures were inaugurated in 1886, and have been conducted since that date under the direction of a University Extension Board of from twelve to eighteen members appointed annually by the Senate. Courses of lectures are given upon application in various centres at a charge of £2 per lecture upon topics of literary, historical, and scientific interest. At the conclusion of a systematic course, consisting of ten lectures, an examination may be held and certificates awarded to successful candidates. In 1923 the Board provided twenty-three courses of lectures, including two post-graduate courses, one in medicine and the other in engineering. Nine courses were in country centres. The total number of lectures delivered was 158.

Tutorial Classes.

In accordance with the provisions of the University Amendment Act of 1912, the Senate has established regular evening Tutorial classes. They are open to unmatriculated as well as to matriculated students, and diplomas are issued to persons who have studied in these classes for at least one year in any one subject. Tutorial classes, which may be established in particular branches of study upon specific requisition by intending students, have been formed in conjunction with the Workers' Educational Association in suburban and country centres as well as at the University. A resident tutor is stationed at Newcastle. Particulars of the classes are shown on a later page with other information relating to the Workers' Educational Association.

TRAINING OF SCHOOL TEACHERS.

Teachers entering the service of the State are required to be trained for their work, and must have a preliminary education to the Intermediate or Leaving Certificate standard. Teachers for private schools also may be trained by the State on certain conditions.

The ordinary course at the Teachers' College extends over a period of two years and prepares teachers for the various classes of primary and infant schools. Owing to the urgent demand, teachers of small rural schools are required to undergo an abbreviated course of one year, but the course for teachers of secondary schools extends over four years. Special courses are arranged with reference to departmental requirements and to the capabilities of individual students.

Teachers' College.

The training of the students enrolled at the Teachers' College is conducted at the University, where the college building is partly completed, at Blackfriars, and at Hereford House (Glebe). Students are usually granted living allowances during their period of training. A hostel for the accommodation of women students has been established in connection with the College.

There were 869 students enrolled at the Teachers' College in 1923, as shown in the following statement :—

Students.	Men.	Women.	Total.
First year	85	122	207
Second year	59	98	157
Third year	35	57	92
Fourth and fifth	31	39	70
Graduate	2	8	10
Short Course (one year)	114	211	325
Cookery ... ..	...	8	8
Total	323	543	869

Of these students, 855 were in receipt of living allowances, 11 were exempt from the payment of fees, and 3 were paying fees.

The staff of the College consists of a Principal, Vice-Principal, 51 lecturers, 8 visiting lecturers, a warden of women students, and 9 clerical and library assistants. Members of the teaching staff are afforded opportunities to study abroad, and leave of absence, on full pay, may be granted for this purpose.

The library in connection with the College contains 21,400 volumes.

Classification of State Teachers.

Teachers in the service of the State are expected to obtain classification either on leaving the Training College or within two years thereafter, and then they may advance by acquiring additional attainments as prescribed.

A comparative statement of the classification of the teaching staff of the State schools at the end of the years 1913 and 1923 is shown below; those in the Technical Education Branch are not included.

Teachers.	1913.			1923.		
	Men.	Women.	Total.	Men.	Women.	Total.
Teachers and Assistants—						
First Class	258	100	358	452	147	599
Second Class	929	608	1,537	1,241	972	2,213
Third Class	1,309	793	2,102	1,095	1,660	2,755
Unclassified	427	704	1,131	173	497	670
Awaiting Classification	282	524	806	292	524	816
Cookery Teachers ... ..	...	60	60	...	82	82
Sewing Mistresses ... ..	...	105	105	...	187	187
Manual Training Teachers ... ..	...	...	...	118	...	118
Visiting Teachers ... ..	...	...	...	13	85	98
High School Teachers	129	72	201	398	315	713
Temporary Teachers ... ..	...	...	...	36	396	432
Total	3,334	2,966	6,300	3,818	4,865	8,683
Students in Training	156	276	432	317	525	842
Subsidised School Teachers	63	466	529	25	516	541
Grand Total	3,553	3,708	7,261	4,160	5,906	10,066

There has been a general advance in the standard of educational attainments in New South Wales during the past ten years. Marked decrease is noticeable in the number of unclassified teachers, while a large increase has occurred among teachers holding first and second class certificates. At the end of 1923 there were 884 university graduates in the teaching service, viz., 473 men and 411 women.

Teachers awaiting classification consist almost exclusively of ex-students of the Training College ineligible for classification until the completion of two years' teaching experience. Most of them already possess the requisite educational attainments for second or third class certificates.

Particulars as to the conditions of service, classification, and salaries paid to teachers in public schools were published in the Year Book for 1921.

EDUCATIONAL AND SCIENTIFIC SOCIETIES.

Many organisations are in existence in New South Wales which have for their objective the encouragement of professional interests, and the advancement of Science, Art, and Literature. The Commonwealth Government has afforded a measure of recognition to the efforts of Australian men of letters by establishing in 1908 a Commonwealth Literary Fund to provide pensions and allowances to literary men and their families.

As far back as the year 1821 a scientific society, under the title of the Philosophical Society of Australasia, was founded in Sydney, and after many vicissitudes of fortune was merged, in 1866, into the Royal Society of New South Wales. Its objects are the advancement of science in Australia, and the encouragement of original research in all subjects of scientific, artistic, and philosophic interest, which may further the development of the resources of Australia, draw attention to its productions, or illustrate its natural history.

The study of the botany and natural history of Australia has attracted many enthusiastic students, and the Linnæan Society of New South Wales was established for the special purpose of promoting the advancement of these particular sciences. The Society has been richly endowed, and possesses a commodious building at Elizabeth Bay, Sydney, to which are attached a library and museum. The proceedings are published at regular intervals, and contain many valuable papers, with excellent illustrations of natural history.

Other important scientific societies are the Royal Zoological Society of New South Wales, inaugurated in 1879; a branch of the British Medical Association, founded in 1881; a branch of the British Astronomical Association; the Australian Association for the Advancement of Science; the Royal Geographical Society; the University Science Society; Australian Historical Society; and the Naturalists' Society of New South Wales.

All the learned professions are represented by associations or societies.

The Royal Art Society holds an annual exhibition of artists' work at Sydney; and of the many musical societies, mention may be made of the Royal Sydney Apollo Society, and the Royal Sydney Philharmonic Society.

WORKERS' EDUCATIONAL ASSOCIATION.

The Workers' Educational Association of New South Wales was founded at a conference called by the Labour Council of New South Wales in June, 1913, and since that date the new movement, despite vicissitudes of fortune, has grown considerably. Its main purpose is "to bring the mellowing influence of education into the Labour Movement," and its appeal is to workers of all degrees. In this endeavour it works in conjunction with other educational associations (particularly the Tutorial Classes at the University) and with working-class organizations. It publishes a series of books on matters of local and general economic importance. In 1923 the membership of the association in New South Wales consisted of 632 individual members, and 123 organizations, including 39 trade unions, were affiliated with it.

In 1923 classes were held at 55 centres. The classes held 1,116 meetings and 1,807 students were enrolled, the effective enrolment being 1472; a large number of visitors also attended many of the meetings. During the year the Association organised 169 lectures, the majority being public lectures; it received an endowment of £400 from the State.

CONSERVATORIUM OF MUSIC.

The State Conservatorium of Music, which was established in 1915, provides tuition in every branch of music, from the elementary to the advanced stages. The studies are divided into two sections; the Music School Section consists of three courses, viz., elementary, intermediate, and advanced—the last-mentioned extending over two years. A certificate is granted on the satisfactory conclusion of each course. The advanced grade certificate of the Music School Section entitles the holders to admission to the Diploma Section, in which a course of two years' tuition, leading to the Professional Diploma, is given under the personal direction of the Director of the Conservatorium. A preparatory course in all subjects is available for juveniles who have not previously received musical tuition.

During the year 1923 there were 1633 students enrolled in the various courses of study at the Conservatorium. The financial operations have shown a marked improvement during the last three years, and the net cost to the State of maintaining the institution was reduced from £7,208, to £619. The receipts in 1923–24 consisted of fees and deposits amounting to £23,841; revenue from hire of hall, concerts, etc., £1,841; and the expenditure—payments to teaching staff, £17,783, other salaries, £5,028; and contingencies, £3,490.

MUSEUMS, LIBRARIES, AND ART GALLERIES.

Recognising that Museums, Libraries, and Art Galleries are powerful factors in promoting the intellectual wellbeing of the people, the Government of New South Wales has been active in founding and maintaining such establishments. The expenditure by the State on buildings for Museums, Libraries, and Art Galleries to 30th June, 1924, amounted to £423,108.

Museums.

The Australian Museum, the oldest institution of its kind in Australia, was founded in Sydney in 1836 as a Museum of Natural History. In 1853 the Museum, till then managed by a committee, was incorporated under control of trustees, with a State endowment, which is now supplemented by annual Parliamentary appropriations. It contains fine specimens of the principal objects of natural history, and a valuable collection of zoological and ethnological specimens of distinctly Australian character. A library containing many valuable publications, is attached to the institution. Lectures and gallery demonstrations are given in the Museum, and are open to the public. During the year 1923, visitors to the Museum numbered 209,710. The institution is supported by a statutory endowment of £1,000 per year and by an annual parliamentary appropriation amounting in 1924 to £16,870. The expenditure during the year was £19,960.

A Technological Museum was instituted in Sydney at the close of 1879, under the administration of a committee of management appointed by the trustees of the Australian Museum. The whole original collection of some 9,000 specimens was destroyed in 1882 by fire. Efforts were at once made to replace the lost collection, and in December, 1883, the Museum was opened again to the public. In 1890 it was transferred to the Department of Education, as an adjunct to the Technical College, and now contains a valuable series of specimens illustrative of various stages of manufacturing, and an excellent collection of natural products acquired by purchase, gift, loan, or exchange. Technological Museums are established also at Goulburn, Bathurst, West Maitland, Newcastle, and Albury.

Research work is conducted by the scientific staff of the Technological Museum in connection with the development of the natural vegetable resources of Australia, particularly in respect of the pines and eucalypts.

The functions of the Mining and Geological Museum include the preparation and collections of minerals to be used as teaching aids in schools and in other institutions.

The Agricultural and Forestry Museum is an adjunct of the Department of Agriculture.

The public have access to the "Nicholson" Museum of Antiquities, the "Macleay" Museum of Natural History, the Museum of Normal and Morbid Anatomy, attached to the Sydney University, and the National Herbarium and Botanical Museum at the Botanic Gardens. Housed in the Macleay Museum is the Aldridge collection of Broken Hill minerals.

Public Library of New South Wales.

The Public Library of New South Wales was established, under the designation of the Free Public Library, on 1st October, 1869, when the building and books of the Australian Subscription Library, founded in 1826, were purchased by the Government. The books thus acquired formed the nucleus of the present Library. In 1890 the Library was incorporated with a statutory endowment of £2,000 per annum for the purchase of books.

The scope of the Public Library, which is essentially a reference institution, is extended by a loan system, under which books are forwarded to individual students in the country, and to institutions, such as libraries, schools of arts, progress associations, lighthouses, associations of primary producers, branches of the Public School Teachers' Associations and of the Agricultural Bureau and schools.

In June, 1924, the Reference Department of the Public Library (exclusive of the Mitchell Library) contained 256,340 volumes, including 39,530 volumes for country libraries under the lending system. The attendance of visitors during 1923 numbered 204,263.

In 1899 Mr. David Scott Mitchell donated to the trustees of the Public Library a collection of 10,024 volumes, together with 50 valuable pictures and at his death, in 1907, bequeathed to the State the balance of a unique collection, principally of books and manuscripts relating to Australasia and containing over 60,000 volumes, and 300 framed paintings of local historic interest, valued at £100,000. He endowed the Library with an amount of £70,000, from which the income, amounting to about £2,750 per annum, is expended on books and manuscripts. In 1923 there were 112,050 volumes in the Mitchell Library, which is located in a separate building, opened in March, 1910. There were 18,971 visitors during the year.

The total cost to the State of the Public Library buildings was £28,957, and of the Mitchell Library £43,118. The expenditure on the Public Library (including the Mitchell Library) during 1923-24 was £24,086.

Sydney Municipal Library.

The Sydney Municipal Library was formed by the transfer to the City Council in 1908 of the lending branch of the Public Library; it contained 46,423 volumes in 1923.

Maintenance costs during 1923 amounted to £12,348, made up as follows:—Salaries, etc., £6,353; books, periodicals, binding, and electric lighting, £5,995.

Other Libraries.

Local libraries established in about 400 centres throughout the State, may be classed broadly under two heads—Schools of Arts, receiving an annual subvention in proportion to the amount of monetary support accorded by the public; and Free Libraries established in connection with municipalities. Under the provisions of the Local Government Act any shire or municipality may establish a public library, art gallery, or museum.

The library of the Australian Museum, though intended primarily as a scientific library for staff use, is accessible to students, and about 23,000 volumes may be found on the shelves.

The library in connection with the Technological Museum, at the Central Technical College, contains approximately 10,000 text books.

The Parliamentary Library contains over 52,000 books, and large numbers of volumes are in the libraries of the Law Courts and Government Offices.

NATIONAL ART GALLERY OF NEW SOUTH WALES.

The National Art Gallery contains a good collection of paintings and statuary, including some works of prominent modern artists, and some valuable gifts from private persons; there is also a fine collection of water colours.

The present value of the contents of the Gallery is £168,000, and the cost of the building to 30th June, 1924, was £94,437.

The number of paintings, etc., in the Gallery at end of year 1923 was 2,740, and the total amount expended in purchasing works of art during that year was £4,888, distributed as shown below :—

Classification.	Paintings, etc., in Gallery.	Expenditure during year 1923.
	No.	£
Oil Paintings	526	2,430
Water Colours	418	411
Black and White Works	815	213
Statuary, Casts, and Bronzes	177	1,800
Various Art Works in Metals, Ivory, Ceramics, Glass, Mosaic, etc.	804	34
Total	2,740	4,888

The attendance at the National Art Gallery during 1923 was 146,067 on week days and 78,002 on Sundays.

The total disbursements in connection with the National Art Gallery during the year 1923 were £9,439.

Art students, under certain regulations, may copy any of the various works, and enjoy the benefit of a collection of books of reference on art subjects. In 1894 a system of loan exchanges between Sydney, Melbourne, and Adelaide was introduced, by which pictures are sent from Sydney to Melbourne and Adelaide and reciprocally, with results most beneficial to the interests of art. Since 1895 the distribution of loan collections of pictures to the principal country towns has been permitted for temporary exhibition, and 273 pictures were so distributed among fifteen country towns during 1923.

The Gallery has received but small support from private endowments, and, consequent upon its limited funds, is restricted mainly to the collection of specimens of contemporary art.

The Wynne Art Prize was instituted in 1897, and consists of the interest on approximately £1,000, which is awarded annually to the Australian artist or sculptor producing the best landscape painting of Australian scenery in oils or water colours, or the best production of figure sculpture.

The Archibald Prize was instituted in 1922. It is a bequest in the estate of the late J. F. Archibald for the best portrait, "preferably of some man or woman distinguished in art, letters, science, or politics painted by any artist resident in Australasia." The amount available for the prize in each year is approximately £400.

STATE EXPENDITURE ON EDUCATION.

State Schools.

Although the expenditure on the State schools rose steadily between 1901 and 1911, the recent expansion of the system has caused a very rapid increase in expenditure since that year, but more especially since 1919 on account of the substantial increases in salaries paid to teachers. Part of this additional expenditure has been occasioned by the increase in the number of scholars, but the cost of education per pupil has more than doubled since 1911. The total expenditure on primary and secondary schools during 1923 was £3,838,711.

The following statement provides a comparison of the State expenditure on schools at intervals since 1891 :—

Year.	Maintenance and Administration.	School Premises.	Total Expenditure.	Per Pupil—Mean Quarterly Enrolment.					
				Maintenance and Administration		School Premises.		Total Expenditure.	
	£	£	£	£	s. d.	£	s. d.	£	s. d.
1891	578,191	191,374	769,565	3	7 10	1	2 6	4	10 4
1901	703,974	57,663	761,637	3	6 2	0	5 5	3	11 7
1911	1,048,583	193,993	1,242,576	4	13 10	0	17 4	5	11 2
1919	1,971,211	299,038	2,270,249	6	16 5	1	0 9	7	17 2
1920	2,668,059	410,847	3,078,906	8	15 4	1	7 0	10	2 4
1921	3,227,245	329,795	3,557,040	10	4 2	1	0 11	11	5 1
1922	3,234,549	499,283	3,733,832	9	18 3	1	10 7	11	8 10
1923	3,185,086	653,625	3,838,711	9	13 0	1	19 7	11	12 7

The capital expenditure on the schools in recent years has not been sufficient to provide adequate accommodation for the children requiring education, and in 1921 the Minister for Education estimated that “fully £1,500,000” was needed to perform essential and urgent work to relieve overcrowding in schools. Special sums of £250,000 and £500,000 were appropriated from loans for such works during 1921–22 and 1922–23 respectively. Of these amounts, £91,787 and £387,270 were expended. A further appropriation of £500,000 was made in 1923–24.

The following statement shows the distribution of expenditure in connection with primary and secondary schools in the three calendar years 1921 to 1923 :—

	1921.	1922.	1923.
	£	£	£
Sites, Building Additions*—			
Primary Schools	173,781	312,083	451,888
High Schools	26,703	46,378	9,051
Teachers College	3,816	8,482	45,000
Rates (municipal and shire)†	36,376	35,268	25,034
Rent, Furniture and Repairs	89,120	97,072	122,652
Salaries and Allowances—			
Primary Schools	2,446,638	2,446,226	2,438,278
High Schools	200,028	205,606	194,290
Evening Continuation Schools	12,190	13,738	14,455
Other Maintenance Expenditure—			
Primary Schools	188,975	189,232	176,099
High Schools	27,314	32,104	26,892
Evening Continuation Schools	1,541	1,775	1,436
Bursaries and Scholarships	58,285	50,766	47,590
Boarding and Conveyance Allowances	36,149	39,866	36,715
Training of Teachers	98,537	87,331	80,031
School Medical Inspections	22,197	23,506	29,067
School Inspection	47,971	45,927	46,434
Administration and other Expenses	87,419	98,472	93,799
Total	3,557,040	3,733,832	£3,838,711

* Includes State Insurance on School Buildings. † Expended by Resumed Properties Department on behalf of Department of Education.

In addition to the above expenditure vested residences, of an estimated annual value of £42,312 in 1923, were granted to teachers, as a deduction from salary.

To estimate the total cost of the State schools in any one year would necessitate an investigation of the capital value of buildings and equipment and the allowance of a rate of depreciation, etc. At present the necessary data are not available, but the insured value of all school properties of the Department of Education in May, 1922, was approximately £4,000,000. This value is based on valuations of buildings existing in 1912 and on the cost of buildings subsequently erected. It is, therefore, subject to a very large allowance for appreciation of values.

Total Expenditure.

The expenditure by the State on education includes grants and subsidies to educational and scientific organisations, cost of maintenance of industrial schools and reformatories, as well as the expenditure on the State schools. The following statement shows the total expenditure at intervals since 1910. The expenditure on buildings, equipment, sites, etc., representing capital expenditure, is distinguished as far as practicable from expenditure for maintenance, including grants and subsidies which may be regarded as annual costs:—

Year ended 30th June.	Expenditure.			
	Capital.	Annual.	Total.	Per head of Population.
	£	£	£	£ s. d.
1910	159,890	1,148,520	1,308,410	0 17 5
1915	258,044	1,691,348	1,949,392	1 0 8
1920	268,529	2,402,064	2,670,593	1 6 3
1923	555,765	3,652,353	4,208,118	1 18 9
1924	591,019	3,703,030	4,294,049	1 18 10

These figures are exclusive of amounts spent by the State on the agricultural college experiment farms and societies for the promotion of agriculture and allied interests, of which particulars are shown in the chapter relating to the agricultural industry.

POPULATION.

EARLY ENUMERATIONS.

THE growth of the population of New South Wales between 1788 and 1856 is traced on page 223 of the Official Year Book for 1922, and the area and population at each territorial readjustment are shown on page 1 of this issue.

With the exception of the territory ceded to the Commonwealth Government in 1911, New South Wales has occupied its present boundaries since 1859, and census particulars are available at regular decennial intervals since 1861. These particulars furnish a connected and accurate summary of the development of population since that date, and a survey of the growth of the total population of New South Wales, including Lord Howe Island, is shown in the following table:—

Year.	Population.	Index Number of Population.	Increase in Population since previous Census.			Number of Persons per Square Mile
			Numerical.	Proportional.	Average Annual Rate.	
1861	350,830	100	172,192*	per cent. 91·00	per cent. 6·98	1·12
1871	503,981	144	153,121	43·64	3·69	1·61
1881	751,468	214	247,487	49·11	4·08	2·41
1891	1,132,234	323	380,766	50·67	4·19	3·64
1901	1,359,133	387	226,899	20·04	1·84	4·38
1911	1,648,746	470	289,613	21·31	1·95	5·32
1921†	2,101,968	599	453,222	27·49	2·46	6·79
1922‡	2,174,553	619	72,585	3·45	1·96	7·03
1923‡	2,211,106	630	36,553	1·68	1·68	7·15

* Since 1851.

† 3rd April.

‡ 31st December.

Aborigines are not included in the population shown above for 1861; the numbers included in the totals of subsequent years are 983 in 1871; 1,643 in 1881; 8,280 in 1891; 4,287 in 1901; 2,012 in 1911; 1,597 in 1921. The population of the Federal Capital Territory is excluded in 1911 and subsequent years.

From this table it is apparent that a steady growth of population proceeded until 1891. This growth was especially marked between 1851 and 1861, when the gold discoveries were attracting eager fortune-hunters from other parts of the world, many of whom remained as settlers. After the gold rushes had ceased, the growth of population proceeded at a slower rate, but, though neither the average annual rate of increase nor the proportionate increase of that period was again attained, the actual numerical expansion in later periods has been greater. Indeed, the lull which occurred in the growth of population during the sixties developed gradually into a period of increasingly rapid expansion after 1871, and the next twenty years were, from a relative point of view, a time of unexcelled development.

It is significant that this speedy development proceeded during a period of remarkably flourishing trade, and came to an end when the trade boom ended in the commercial crisis of the early nineties.

The next twenty years were a period of little progress in the development of population, the reasons being the commercial and industrial stagnation

which followed the crisis of 1893, the migratory and other losses due to the war in South Africa, and a more potent though, perhaps, subsidiary cause—the heavy decline in the birth-rate which lowered the rate of natural increase.

A new period of prosperity began early in the twentieth century, and the full weight of the trade revival was felt in the period 1911 to 1921, when the tide of population turned more definitely in favour of the growth of the State. Despite the serious effects of the war in diminishing the birth-rate, in temporarily stopping immigration, and in causing an exodus of men of reproductive ages, many of whom did not return, and despite the smaller losses occasioned by the influenza epidemic of 1919, the period showed a greater relative expansion than either of its predecessors, and by far the greatest numerical increase on record. During 1921, 1922, and 1923 the volume of immigration was very restricted, and the increase in population depended upon natural causes.

The estimated population at the end of the year and the mean population of New South Wales, including aborigines, for the last ten years, were as follow :—

Year.	Estimated Population at End of Year.			Mean Population.
	Males.	Females.	Total.	
1914	983,939	898,499	1,882,438	1,870,460
1915	974,264	921,339	1,895,603	1,891,191
1916	947,287	939,605	1,886,892	1,893,479
1917	961,288	960,200	1,921,488	1,905,194
1918	985,662	977,683	1,963,345	1,943,356
1919	1,042,959	996,764	2,039,723	2,000,573
1920	1,068,568	1,024,421	2,092,989	2,068,585
1921	1,085,275	1,044,230	2,129,505	2,108,369
1922	1,108,582	1,065,971	2,174,553	2,150,862
1923	1,128,089	1,083,017	2,211,106	2,192,146

Population of Australian States.

The following table shows the population of each State of the Commonwealth at the last two censuses, and at 31st December, 1923, also the proportion of population in each State. Aborigines of full blood are excluded from account.

State or Territory.	Population, Census 1911.	Population, Census 1921.	Estimated Population, 31st Dec., 1923.	Proportion in each State or Territory.		
				1911.	1921.	1923.
				per cent.	per cent.	per cent.
New South Wales ...	1,646,734	2,100,371	2,209,445	36·96	38·67	38·43
Victoria ...	1,315,551	1,531,280	1,625,380	29·53	28·19	28·27
Queensland ...	605,813	755,972	811,168	13·60	13·92	14·11
South Australia ...	408,558	495,160	524,748	9·17	9·13	9·13
Western Australia ...	282,114	332,732	353,815	6·33	6·06	6·15
Tasmania ...	191,211	213,780	219,074	4·29	3·91	3·81
Northern Territory ...	3,310	3,867	3,555	0·08	0·07	0·06
Federal Capital Terr.	1,714	2,572	2,622	0·04	0·05	0·04
Commonwealth ...	4,455,005	5,435,734	5,749,807	100·00	100·00	100·00

During the inter-censal period the population of New South Wales increased at an average annual rate of 2·46 per cent., which was faster than that of any other State of the Commonwealth. The next highest rate was in Queensland, 2·24 per cent.; South Australia, 1·94 per cent.; Western Australia, 1·66 per cent.; Victoria, 1·53 per cent.; and Tasmania, 1·12 per cent. The average

for the whole of Australia was 2·00 per cent. The increased proportion of the population of the Commonwealth in New South Wales placed it in a position of greater relative importance among the States.

Growth of Population of New South Wales.

The extent to which each source—natural increase and net immigration—has contributed to the growth of the population of New South Wales during each census period since 1861 was shown on page 226 of the Official Year Book for 1922. In calculating the increase from 1901 to 1921 the population of the Federal Capital Territory has been omitted, but the aboriginal inhabitants have been taken into consideration throughout.

Natural increase has been by far the greater cause of growth in the population, and, as would be expected, has provided steadily-increasing additions. The rate of natural increase fluctuated with a falling tendency throughout the period, but a very sudden fall occurred after 1890 owing to the rapid decline in the birth-rate. Immigration has always been a subordinate cause of growth, but has intermittently provided considerable additions to the population. During the sixty years 1861–1921 the net immigration amounted to only 500,277, or about two-sevenths of the total increase. Of these immigrants approximately 60 per cent. were males and about 140,000 were assisted to immigrate. Immigration proceeded rapidly until 1886, when it declined heavily, and did not revive until the State re-introduced its policy of affording assistance to immigrants in 1905. Between the years 1892 and 1904 the State actually lost more than 10,000 inhabitants by net emigration. The rate of increase due to net immigration, measured in relation to population, has been very variable, and although considerable improvement is evident in the past thirty years the rate is still much below that of former years.

It is probable that the last decennial period would have shown a very considerable improvement in all respects had it not been for the unusual influences brought to bear by the war and the epidemic of influenza in 1919.

The actual growth of population in New South Wales during each of the last ten years was as follows:—

Year ended December—	Increase during Year.			Increase per cent. during Year.		
	Natural.	Net Immigration.	Total.	Natural.	Net Immigration.	Total.
1914	34,838	1,440	36,278	1·89	·08	1·97
1915	33,275	(-) 20,110	13,165	1·77	(-) 1·07	·70
1916	32,221	(-) 40,932	(-) 8,711	1·70	(-) 2·16	(-) ·46
1917	34,498	98	34,596	1·83	·00	1·83
1918	31,860	9,997	41,857	1·66	·52	2·18
1919	22,143	54,235	76,378	1·13	2·76	3·89
1920	33,013	20,253	53,266	1·62	·99	2·61
1921	34,600	1,916	36,516	1·65	·09	1·74
1922	36,036	9,012	45,048	1·69	·43	2·12
1923	33,061	3,492	36,553	1·52	·16	1·68

(—) Decrease.

This table reflects very clearly the effects of the war upon the growth of population. During the four years 1910 to 1913 natural and migratory causes had combined to produce a growth which, in point of magnitude, was

unprecedented and, in point of rate, was nearly as rapid as that of any similar period in the previous fifty years. In those four years the net immigration was nearly 126,000. But the advent of war in 1914 caused a practical cessation of immigration in the latter part of the year, while at the same time the despatch of forces overseas caused a heavy drain of emigration, which increased during 1915 and 1916 so much as to cause a large excess of departures over arrivals. From 1917 to 1919 the return of troops caused an increasing flow of arrivals, and restored a temporarily absent element of population. In 1920 the last detachments of soldiers returned, and there was considerable immigration from other States. During 1921 migration returned to its ordinary channels, and the net immigration of the year was inconsiderable. In 1922 a pronounced increase was apparent. After 1914 the annual number of births diminished until 1919 and the natural increase showed a considerable falling off, especially in 1919, when the epidemic of influenza caused heavy mortality. In 1920 and 1921 the number both of births and deaths increased, but the increase of births was the greater. The natural increase in 1922 was numerically the greatest on record, but proportionally was considerably below that of former years.

MIGRATION.

A very large movement of population takes place each year into and out of New South Wales, but is due more to the migratory habits of a large section of the inhabitants and to the movements of tourists and business men than to immigration or emigration properly so-called. During the war period and the years immediately following there were very considerable movements of troops. These are included in the figures shown below.

The net immigration to New South Wales is the excess of arrivals in over departures from the State, and is the result principally of intercourse with overseas countries. In recent years until 1920 the greater part of the immigrants to New South Wales came from or through other Australian States; but, in 1921, the direction of interstate migration changed and the number of departures to other States has since exceeded the number of arrivals therefrom.

The interstate and overseas movement of people to and from New South Wales in each of the past ten years is shown in the following table:—

Year.	Arrivals in New South Wales.			Departures from New South Wales.			Excess of Arrivals over Departures.	
	Interstate.	From other Countries.	Total.	Interstate.	To other Countries.	Total.	Interstate.	Other Countries.
1914	309,598	67,268	376,866	307,773	67,653	375,426	1,825	(-) 385
1915	315,590	45,939	361,529	303,354	78,285	381,639	12,236	(-) 32,346
1916	322,174	49,354	371,528	318,738	93,722	412,460	3,436	(-) 44,368
1917	274,768	35,063	309,831	260,616	49,117	309,733	14,152	(-) 14,054
1918	299,735	38,744	338,479	288,732	39,750	328,482	11,003	(-) 1,006
1919	240,263	93,276	333,539	235,887	43,417	279,304	4,376	49,859
1920	311,068	72,515	383,583	303,222	60,108	363,330	7,846	12,407
1921	284,927	57,190	342,117	288,084	52,117	340,201	(-) 3,157	5,073
1922	277,938	53,326	331,264	283,432	38,820	322,252	(-) 5,494	14,506
1923	283,014	48,084	331,098	290,691	36,915	327,606	(-) 7,677	11,169

Of the total movement of population, more than 80 per cent. is to and from other Australian States, and one-third of the movement to and from countries outside Australia is with New Zealand.

The movement during 1922 and 1923 has been such as to suggest that a considerable number of persons (other than assisted immigrants) arrive in New South Wales by sea from other countries and pass thence to other States, either remaining there or departing from other ports of the Commonwealth. This is probably due in part to the fact that Sydney is a terminal port for a number of sea-going vessels.

Passports.

Under the Passports Act, 1920 (Federal), no person who is or appears to be more than 16 years of age may embark at any place in the Commonwealth for a journey to any place beyond the Commonwealth unless he is the holder of a passport or other document authorising his departure, properly endorsed for the journey or unless he is the subject of any special or statutory exemption in that regard.

The statutory exemptions extend to members of the naval or military forces of any British Dominion on duty, members of the crew of a departing vessel who were members on its arrival or are by occupation seafaring men, any natural born British subject proceeding to New Zealand, any other person proceeding to New Zealand under permit, any officer of the Administration, or any *bona fide* resident or tourist with a return ticket proceeding to Papua or Norfolk Island, any person holding a certificate exempting him from the dictation test, and any aboriginal native of Asia or of any island of the East Indies or of the Indian or Pacific oceans.

Immigration.

At Common Law aliens have no legal right of admission to any British country, and immigration to and emigration from New South Wales are regulated principally by statutes of the Federal Parliament, *e.g.*, the Immigration Act (1901-20) and the Contract Immigrants Act, 1905.

Any person may be refused admission to Australia who fails to write from dictation by an officer not less than fifty words in any prescribed European language; or any person who has not the prescribed certificate of health; any feeble-minded person; any person suffering from serious transmissible disease or defect, tuberculosis or certain other serious diseases; any person convicted of crime in certain circumstances; any prostitute or person living by prostitution; any advocate of revolution, assassination, or the unlawful destruction of property; for a period of five years from 2nd December, 1920 any person of German, Austro-German, Bulgarian, or Hungarian parentage and nationality, or any Turk of Ottoman race; or any person 16 years of age or over not possessed of a passport as prescribed. Should such persons gain admission, they may be deported. Usually persons formerly domiciled in the State cannot be excluded from return after temporary absence.

In the matter of excluding undesirable immigrants, New South Wales is protected by the Federal authority. The number of persons refused admission to the Commonwealth in 1923 was 49, of whom 22 were Chinese, 17 British, 4 Hindoos, 3 Cingalese, 2 German, and 1 Greek. No persons passed the dictation test during the year. The number of recorded departures of coloured persons from the Commonwealth during the year was 3,656.

including 2,310 Chinese, 436 Japanese, and 157 Hindoos. The number of coloured persons admitted without test was 3,176, of whom 1,974 were Chinese and 222 were Japanese. Of these, 1,811 were admitted on the ground of former domicile, 597 as pearlers, 216 on passports, and 552 on other grounds.

Assisted Immigration.

In the early years of the colony's existence the Governors frequently discouraged free immigration, but in 1832 there was inaugurated a policy of State-assisted immigration, which was maintained until 1885. During the economic depression of the next twenty years no encouragement was given to immigrants, and assistance to migrate was not afforded again until 1905. In 1911 the Federal Government assumed the function of advertising the resources of Australia with a view to promoting voluntary immigration from the United Kingdom, Europe, and the United States of America, but the State continued to assist desirable immigrants. Activities were practically suspended during the war period and not revived until 1919. Even then, in view of the industrial position, assistance was at first restricted to nominees and domestic workers, but the Imperial Government also arranged to grant free passages to ex-service men and women and their dependents who could produce evidence that they would be acceptable to any dominion, and that provision had been made for them. The State provided for acceptance under this scheme of selected immigrants, preference being given to agriculturists, domestic servants, and persons nominated by residents. This scheme continued in operation until the end of 1922.

With the advent of more stable industrial conditions, the system of assisted immigration was reorganised by agreement as from 1st March, 1921, when the Federal Government undertook control of the entire oversea organisation for the encouragement and selection of immigrants, and for the provision of passages to Australia. Under this agreement the State arranged to indicate, from time to time, how many settlers it could absorb. Generally speaking, all eligible persons are accepted upon nomination by local residents who agree to become responsible for the establishment of the immigrants upon arrival.

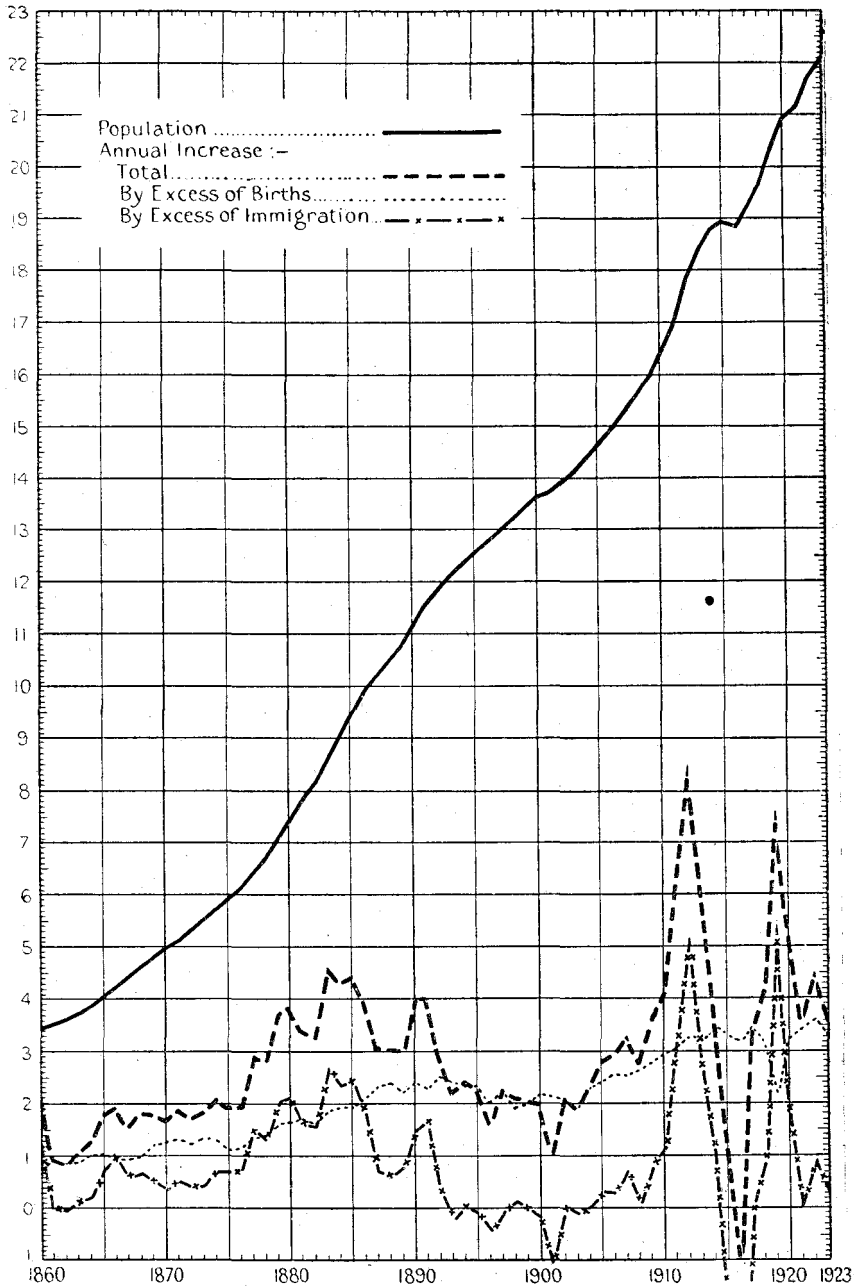
A small number of persons (usually rural or domestic workers) is selected from among applicants for assisted passages annually by the authorities in London. These are introduced on the responsibility of the State.

However, under the existing system of immigration, "nominated" immigrants preponderate, and the obligations of the State in receiving immigrants are not considerable. In certain cases immigrants receive instruction in rural work on the Government Agricultural Farm at Scheyville (near Windsor), and suitable employment is obtained in co-operation with the State Labour Exchanges.

Any immigrant who settles upon the land as owner, lessee, or labourer, within a reasonable time of his arrival, may be granted concessions in regard to railway fares and freight when travelling to the district in which he settles. These concessions may be granted also to nominated immigrants proceeding to the homes of their nominators, or travelling to take up farm work or domestic service.

The following statement shows the expenditure on immigration by State grants since 1832, and the total number of assisted immigrants who arrived in New South Wales under various schemes, inclusive of Victoria and

POPULATION AND ANNUAL INCREASE 1860 - 1923



The numbers at the side of the Graph represent 100000 of population and 10000 increase. In 1915 and 1916 there was a large excess of emigration owing to the departure of troops and the line indicating migration increase fell below the limits of the Diagram.

Queensland before their separation. After 1905 the number of immigrants nominated by residents of the State and the number selected abroad by the Immigration Office are shown separately.

Year ended 30th June.	Expenditure, exclusive of Administration.	Immigrants Assisted.				
		Nominated.	Selected.	Total.		
				Males.	Females.	Total.
	£					
1832-1901	3,676,013	...	...	104,106	107,866	211,972
1905-1909	44,925	6,144	2,713	*	*	8,857
1910-1914	221,601	32,406	12,444	23,816	21,034	44,850
1915	24,501	2,399	1,109	1,498	2,010	3,508
1916	13,571	888	152	354	686	1,040
1917	3,690	526	60	168	418	586
1918	1,367	191	1	26	166	192
1919	1,060	119	...	21	98	119
1920	3,025	873	214	527	560	1,087
1921	6,847	4,026	560	2,220	2,366	4,586
1922	1,640	5,679	665	3,396	2,948	6,344
1923	2,294	5,058	933	3,362	2,629	5,991
1924	3,526	4,263	939	2,584	2,618	5,202

* Information not available.

The selected immigrants in the past five years have consisted very largely of free-passage migrants under the Imperial ex-service scheme and of boys under the Dreadnought and Barnardo Homes schemes.

Since 1861, the number of assisted immigrants has been approximately 28 per cent. of the net number of immigrants to the State, and between the censuses of 1911 and 1921 the net immigration was 134,692 persons of whom approximately one-third were assisted.

The figures for the last five years include ex-service immigrants to whom the Imperial Government granted free passages, viz., 663 in 1919-20, 3,394 in 1920-21, 4,260 in 1921-22, 2,407 in 1922-23, and 192 in 1923-24. Of these, 10,058 were nominated by residents of New South Wales, and 858 (including 628 domestic servants) were selected. Up to the end of June, 1924, the total number of free-passage immigrants who arrived under the Imperial ex-service scheme was 10,916. Activity under the scheme was discontinued at the end of 1922, but passages are provided for the wives and dependent children of ex-service men already received provided application be made within two years of his departure.

The following statement shows the distribution of selected immigrants in their respective occupational classes in each of the last ten years :—

Year ended 30th June.	Rural Workers.	Domestic Servants.	Other.	Families of fore- going.	Year ended 30th June.	Rural Workers.	Domestic Servants.	Other.	Families of fore- going.
1915	497	477	...	135	1920	86	102	1	25
1916	8	126	...	18	1921	94	398	6	62
1917	3	51	...	6	1922	354	247	15	49
1918	...	1	...	...	1923	740	191	...	2
1919	...	...	...	...	1924	604	335	...	...

In selecting immigrants choice has been restricted latterly almost exclusively to rural workers and domestic servants. Practically all the assisted immigrants in the last ten years have come from the United Kingdom; the relatively small number from other countries is shown in the following statement:—

Year ended 30th June	Assisted Immigrants from—						Total Assisted Immigrants.		
	United Kingdom.		Other British Possessions.		Foreign Countries.				
	Nomin-ated.	Selected.	Nomin-ated.	Selected.	Nomin-ated.	Selected.	Nomin-ated.	Selected.	Total.
1915	2,347	1,087	9	5	43	17	2,399	1,109	3,508
1916	869	145	7	...	12	7	888	152	1,040
1917	515	60	2	...	9	...	526	60	586
1918	189	1	...	...	2	...	191	1	192
1919	118	...	1	...	...	...	119	...	119
1920	838	214	3	...	2	...	873	214	1,087
1921	4,010	560	16	...	...	...	4,026	560	4,586
1922	5,645	665	27	...	7	...	5,679	665	6,344
1923	5,014	933	14	...	30	...	5,058	933	5,991
1924	4,190	939	17	...	56	...	4,263	939	5,202

There are two private organisations which assist the immigration of boys and youths, viz., the Dreadnought Fund Trust and the Dr. Barnardo Homes. The latter organisation now assists girl migrants.

The Dreadnought Fund was established in 1909 by public subscription to defray the cost of building for the Imperial Navy a war vessel of the Dreadnought type. On the institution of the Australian Navy it was decided to use part of the funds to assist the immigration of lads from 17 to 20 years of age, for the purpose of following rural pursuits. The trustees pay part of the passage money, and, if necessary, the Commonwealth and Imperial Governments advance a sum sufficient to defray the balance of the cost of bringing the lads to New South Wales. The trustees pay also the fees for a course of training at one of the State farms. Upon completion of the course the lads are placed in employment through the agency of the State Labour Exchanges, and they repay in instalments any advances made. Operations under this scheme were suspended during the war period, but were resumed recently, 63 boys being brought to New South Wales in 1921, 637 in 1922, 472 in 1923, and 501 between January and October, 1924.

The organisation known as Dr. Barnardo Homes works in conjunction with an English institution of that name, which arranges passages and pays the passage money to Australia of boys trained in their homes and on farms in England. The local organisation places the boys with farmers, where the home conditions are found to be satisfactory. A hostel is maintained at Sandringham, Sydney, to accommodate them until they go to the country. After a probationary period of three months on the farms the boys are apprenticed until they reach the age of 21 years, and the organisation keeps constantly in touch with them during their apprenticeship. From October, 1921, when the first of these boys were landed in Sydney, to December, 1922, 97 Barnardo boys had arrived in New South Wales. During 1923 a further 123 arrived, and 51 between January and June, 1924. In 1923 the State also received 32 Barnardo girls, and a further 49 in the first half of 1924.

During 1923 an additional scheme was inaugurated under which 251 British boys between the ages of 15 and 18 years were received upon assisted passages and provided with rural employment in New South Wales. In the same year the Juvenile Migrants Apprenticeship Act was passed to provide for the supervision and care of the persons and property of juvenile migrants until they reach the age of 21 years, and to empower the Minister for Labour to bind them by indenture to any trade or calling. Between January and October, 1924, the number of arrivals under this scheme was 474.

The number of persons assisted to immigrate in each of the past ten calendar years is shown on page 27 of the Statistical Register of New South Wales for 1923-24.

Passage Money.

Prior to the war several steamship companies conveyed immigrant passengers from the United Kingdom at the rate of £14 per adult, and the State Government contributed from £4 to £8 toward the fares of assisted immigrants. Since the war the cost per berth has been much greater, and in January, 1925, was £33 per person over 12 years of age, and half that amount for children between the ages of 3 and 12 years. Children under 3 years of age are carried free. Under the Federal scheme the sum of £11 is contributed in equal proportions by the Federal and Imperial Governments toward the cost of assisted passages of persons over 16 years of age, and £16 10s. for persons between the ages of 3 and 16 years from the United Kingdom. The remainder is paid by the immigrant or his nominator.

In the case of persons nominated for assisted passages by relatives or friends in the State, nominators are required to guarantee that employment awaits nominees, or that adequate provision will be made for their maintenance.

The following statement shows the number of nominations and of nominees, and the amounts of passage money payable and deposited in respect of nominations made in New South Wales since the inauguration of the present scheme of Commonwealth aid in March, 1921. Persons granted free passages under the Imperial ex-service scheme are excluded from account:—

Year.	Accepted.		Amount of Passage Money.	
	Nominations.	Nominees.	Payable.	Deposited.
1921*	237	527	£ 12,375	£ 5,054
1921-22	883	1,923	44,769	18,440
1922-23	1,594	3,508	67,228	28,150
1923-24	2,168	5,732	98,978	24,870

* March to June.

Contract Immigrants.

The admission of immigrants under contract to perform manual labour is regulated by the Contract Immigrants Act, 1905. Such contracts must be made by or on behalf of an Australian resident on the one part. In every case they are subject to Ministerial approval which may be withheld if the fulfilment of the contract is likely to prejudice the public welfare as affecting an industrial dispute or the conditions or standards prevailing in local industry. Except in the cases of contract immigrants who are British subjects born in the United Kingdom or descended from a British subject there born, it must be shown that there is difficulty in obtaining workers of equal skill and ability within the Commonwealth.

The Act, however, does not apply to domestic servants and personal attendants accompanying their employers. The number of persons admitted under the Act in 1923 was 6, of whom none were for New South Wales.

Distribution of Immigrants.

The following statement shows approximately the geographical distribution of persons resident in New South Wales at the census of 1921, distinguishing persons born outside Australia (who may be classed as immigrants) from those born within the Commonwealth:—

Division.	Born in Australia.		Born outside Australia.		Proportion born outside Australia.	
	Males.	Females.	Males.	Females.	Males.	Females.
Urban—					per cent.	per cent.
Metropolitan ...	334,490	382,918	97,344	81,145	22.54	17.49
Provincial ...	222,783	232,255	40,366	28,451	15.34	10.91
Rural ...	320,351	275,394	42,784	24,640	11.78	8.21
Shipping and migratory	3,268	1,155	6,703	421	67.22	26.67
Total ...	880,892	891,722	187,197	134,657	17.52	13.12

There are omitted from account 3,412 males and 2,491 females whose birth places were not stated. Considerably more than one-half of the immigrants are living in the metropolis and their proportion to the total metropolitan population is approximately twice as great as the proportion of immigrants in the total rural population.

New Settlers' League.

The New Settlers' League is a voluntary organisation with divisions in each of the four eastern States of the Commonwealth. It was inaugurated in New South Wales in March, 1921. It consists of representatives of churches and public bodies interested in migration and land settlement.

Although originally operating under the auspices of the Commonwealth Government it is now subsidised jointly by the Commonwealth and State Governments to the extent of £1,500 per annum.

The objects of the league are, broadly, to stimulate interest in migration and to co-ordinate the efforts of the various bodies of the State in that direction. In addition it welcomes migrants on their arrival and assists them to become established by affording advice and guidance. This work is carried out through a head office in Sydney near the water front and 170 country branches. These branches extend a welcome to migrants arriving in their district and afford them guidance. They also assist lads placed on farms and visit them to see whether they are content and how they are progressing. The social welfare of women migrants is promoted by the Women's Standing Committee of the league.

While assisted immigrants do not generally need the guidance of the league its facilities are available for them and it endeavours to fill the place of nominators who are not able to be present to welcome their nominees. In the case of immigrants who are not assisted but who pay their own passage money, it goes much further, and in 1923-24 its offices were extended to 343 male immigrants of this class with 145 dependents. Of these 243 were placed in rural districts through the league.

DISTRIBUTION OF POPULATION.

The population of New South Wales is distributed in a rather remarkable manner. At the end of December, 1923, including shipping, the city of Sydney contained 109,970 persons in a small area surrounded by an extensive group of suburbs with 871,430 inhabitants, making a total of 981,400 dwellers in the metropolis. Outside the boundaries of the metropolis in what is usually termed the metropolitan area there are seven municipalities and three shires, containing in all 114,100 inhabitants. Then scattered throughout the State are 136 of the larger towns incorporated as municipalities with a total population of 468,900; of these, 11 in the County of Cumberland, contained 42,170 persons, for the most part dependent on Sydney for their livelihood, and 14, comprising the large mining centres of Newcastle, Broken Hill, Lithgow, and Wollongong, contained 133,430 inhabitants, leaving 293,300 in 111 of the larger rural towns. Distributed over the remainder of the State, 99 per cent. of its area, are 646,595 persons, of whom a small number live in the large unincorporated towns, and only 14,425 in the Western Division, which covers 40·5 per cent. of the area of the State.

The distribution of population at the end of 1923, together with the proportion in each division and the average population per square mile, are shown in the following table:—

Division.	Area† (including rivers and Lakes).	Population at 31st December, 1923, including shipping and aborigines.		
		Total.	Proportion in Each Division.	
	sq. miles.		per cent.	per sq. mile
Sydney	5	109,970	5·0	21,994·0
*Suburbs of Sydney	180	871,430	39·4	4,841·3
Metropolis	185	981,400	44·4	5,304·9
Extra Metropolitan Municipalities and Shires	515	114,100	5·2	221·6
Metropolitan Area as defined in Local Government Act	700	1,095,500	49·6	1,565·0
Country Municipalities	2,636	468,900	21·2	177·9
Country Shires	180,621†	632,170	28·6	3·5
Western Division (Part unincor- porated)	125,294	14,425	0·6	0·1
Lord Howe Island	5	111	0·0	22·2
Total, New South Wales ...	309,256‡	2,211,106	100·0	7·1

* Including Ku-ring-gai Shire, area 36 sq. miles, population 21,680.

† Excludes 176 sq. miles being water area of principal harbours. ‡ Excludes Federal Territory, 940 sq. miles.

The population of the metropolitan area as defined in the Local Government Act represents nearly one-half of the total population; less than one-quarter of the people reside in the country municipalities, and less than one-third in the remaining rural districts.

The density of population diminishes rapidly from city, suburban, country urban to rural districts. The average density of population in New South Wales is greater than that of any other State of the Commonwealth except Victoria and Tasmania.

The lowness of the average in New South Wales—7·1 per square mile—is due largely to the inclusion of the extensive and practically unpeopled Western Division, much of which must remain sparsely settled until means are found to overcome its natural disability of a low average rainfall. The average density of population in the Eastern and Central Divisions of the State is 11·9 persons per square mile.

Municipal and Shire Population.

Slightly more than two-thirds of the population of New South Wales live within municipalities and practically the whole of the remainder within shires. Although the area unincorporated is more than two-fifths of the total it contains less than 15,000 inhabitants. The number of inhabitants of municipalities, shires, and unincorporated districts of each division of New South Wales at 31st December, 1923, is shown below:—

Division.	Municipalities.	Shires.	Total.
Metropolis	959,720	21,680	981,400
Balance—Cumberland	119,120	52,800	171,920
North Coast... ..	34,750	91,580	126,330
Hunter and Manning	121,410	137,130	258,540
South Coast	44,100	44,750	88,850
Northern Tableland	19,960	30,590	50,550
Central Tableland	58,670	71,260	129,930
Southern Tableland	19,500	25,970	45,470
North-Western Slope	18,170	34,090	52,260
Central-Western Slope	17,480	35,560	53,040
South-Western Slope	39,690	58,530	98,220
North-Central Plain	6,480	17,380	23,860
Central Plain	5,900	13,380	19,280
Riverina	12,320	56,300	68,620
Western Division—			
Incorporated	28,300	.....	28,300
Unincorporated ... ..	.....	.....	14,425
Lord Howe Island ... ..	.....	.....	111
New South Wales	1,505,570	691,000	2,211,106

Urban and Rural Population.

The population of New South Wales, in common with that of most other countries of the world, tends more and more to congregate in metropolitan and urban centres. A comparison of the number and proportion of inhabitants in metropolitan, urban and rural divisions was published on page 235 of the Official Year Book for 1922.

The outstanding features of the population at the present time are the dominance of the metropolitan element and the diminishing relative importance of the country towns, incorporated and unincorporated, and of the rural parts.

Internal Migration.

Tables published on page 236 of the Official Year Book for 1922 showed that there was considerable migration from the country districts to the city during the last three inter-censal periods.

Throughout the period the flow of population was continuous from the South Coast, from the whole of the Tableland Divisions, and from the Western Division. During the past ten years emigration from country divisions was more pronounced than ever before, and occurred from every rural district of the State considered in a general way, except where special settlement was brought about by the Murrumbidgee Irrigation project.

The Population of the Metropolis.

The Metropolis includes the City of Sydney, forty municipalities surrounding it, the Ku-ring-gai Shire, and the islands of Port Jackson. It embraces an area of 185 square miles. The boundaries may be described as follow:—On the east, the sea coast; on the south, the waters of Botany Bay and George's River; on the west, the western boundaries of Hurstville, Canterbury, Enfield, Strathfield, Homebush, Concord, Ryde, and Eastwood municipalities and the western boundary of Ku-ring-gai Shire; on the north, the eastern

boundary of Ku-ring-gai Shire, the north-eastern boundary of Willoughby, and the northern boundary of Manly municipalities. The habitations within these limits are fairly continuous.

The following statement shows the population of each municipality of the Metropolis, and of Ku-ring-gai Shire, at the censuses of 1911 and 1921, and at 31st December, 1923, including aborigines and shipping:—

Municipality.	Population.			Municipality.	Population.		
	Census, 1911.	Census, 1921.	31st Dec., 1923.		Census, 1911.	Census, 1921.	31st Dec., 1923.
City of Sydney ...	119,774	111,059	109,970	Manly ...	10,465	18,507	21,170
Alexandria ...	10,123	9,793	9,900	Marrickville ...	30,653	42,240	43,960
Annandale ...	11,241	12,648	12,690	Mascot ...	5,836	10,929	11,360
Ashfield ...	20,431	33,637	36,150	Mosman ...	13,243	20,063	21,560
Balmain ...	32,038	32,122	32,260	Newtown ...	26,498	28,169	28,260
Bexley ...	6,517	14,746	16,303	North Sydney ...	34,648	48,446	50,580
Botany ...	4,409	6,214	6,570	Paddington ...	24,317	26,364	26,530
Burwood ...	9,382	15,711	17,070	Petersham ...	21,712	26,236	26,780
Canterbury ...	11,335	37,639	46,970	Randwick ...	19,475	50,849	58,100
Concord ...	4,076	11,013	14,950	Redfern ...	24,427	23,978	24,050
Darlington ...	3,816	3,651	3,650	Rockdale ...	14,095	25,190	28,380
Drummoyne ...	8,678	18,764	21,790	Ryde ...	5,281	14,855	17,100
Eastwood ...	968	2,133	2,410	St. Peter's ...	8,410	12,700	12,960
Enfield ...	3,444	8,530	10,280	Strathfield ...	4,064	7,594	9,510
Erskineville ...	7,299	7,553	7,550	Vaucluse ...	1,673	3,730	4,550
Glebe ...	21,944	22,772	22,830	Waterloo ...	10,072	11,199	11,480
Homebush ...	676	1,622	2,330	Waverley ...	19,832	36,797	41,380
Hunter's Hill ...	5,019	7,334	8,300	Willoughby ...	13,037	28,074	33,670
Hurstville ...	6,533	13,394	15,490	Woollahra ...	16,992	25,461	28,100
Kogarah ...	6,954	18,226	21,080	Ku-ring-gai Shire	9,459	19,213	21,680
Lane Cove ...	3,306	7,592	11,240				
Leichhardt ...	24,234	29,356	29,760	Total ...	636,388	906,103	981,400

It is apparent that a number of these suburbs embracing those longest established and nearest the city have attained their maximum development, and that the rate of growth is now greatest in the more remote municipalities such as Bexley, Canterbury, Hurstville, Kogarah, Randwick, and Ryde.

In addition to these suburbs there are, in close proximity to the city, a number of important centres of population of a more or less suburban character, since large proportions of their inhabitants gain their livelihood in the city. An extended definition of the metropolitan area was given in the Local Government Act of 1919 (Schedule Four), and included the following additional localities, whose populations, including aborigines and shipping, were as shown:—

Municipalities.	Population.			Shires.	Population.		
	Census, 1911.	Census, 1921.	31st Dec., 1923.		Census, 1911.	Census, 1921.	31st Dec., 1923.
Auburn ...	5,559	13,563	15,430	Hornsby ...	8,907	15,291	16,930
Bankstown ...	2,039	10,670	13,380	Sutherland ...	2,896	7,707	8,190
Dundas ...	1,136	3,523	4,240	Warringah ...	2,823	9,644	12,030
Ermington and Rydalmere ...	1,716	1,981	1,970	Extra-Metropolitan Shires ...	14,626	32,642	37,150
Granville ...	7,231	13,328	14,830	Population of Metropolis as shown on page ...	636,388	906,103	981,400
Lidcombe ...	5,419	10,524	11,780				
Parramatta ...	12,476	14,595	15,290	Metropolitan Area as defined in Local Government Act.	686,590	1,006,929	1,095,500
Extra-Metropolitan Municipalities ...	35,576	68,184	76,950				

The population of the metropolis, including aboriginals and shipping, at census periods and at the end of December, 1923, is shown in the following table, together with the proportion which the metropolitan population bears to that of the whole State :—

Year.	Population at Census.			Increase.		Males per cent.	Proportion of Population of State in Metropolis.
	Males.	Females.	Total.	Numerical.	Per cent.		
1861	47,778	49,283	97,061	43,137	80·00	49·21	per cent. 27·7
1871	68,266	70,913	139,179	42,118	43·39	49·05	27·6
1881	114,936	112,230	227,166	87,987	63·22	50·60	30·2
1891	197,550	189,884	387,434	160,268	70·55	50·99	34·2
1901	241,700	246,232	487,932	100,498	25·94	49·54	35·9
1911	312,074	324,279	636,353	148,421	30·42	49·04	38·5
1921	439,691	466,412	906,103	269,750	42·34	48·54	43·1
1923	478,800	502,600	981,400	25,500	2·67	48·79	44·4

The proportion of the population of the State resident in the metropolis has increased rapidly in the past half-century and especially in the last ten years. Since 1891 the proportion of females in the metropolis has increased, so that at the census of 1921 there was an excess of three females in every hundred of the population.

The populations of the capital cities (including suburbs) of the States of the Commonwealth are shown below :—

Metropolis.	Census 1911.	31st December, 1923.†			Proportion to Population of Whole State. 1923
		Males.	Females.	Total.	
Sydney	629,503	478,800	502,600	981,400	per cent. 44·39
Melbourne	588,971	403,050	449,800	852,850	52·47
Adelaide	189,646	132,949	145,907	278,856	53·14
Brisbane	139,480	112,437	123,250	235,687	29·06
Perth	106,792	84,682	87,177	171,859	48·57
Hobart	39,937	26,390	29,450	55,840	25·49

* Excluding Shipping. † Including Shipping.

THE TOWNS OF NEW SOUTH WALES.

As might be expected from the nature of the industries of the State there are in New South Wales comparatively few large towns. Outside the metropolitan area, the only towns of outstanding importance are Newcastle and Broken Hill, and the existence of both is due to the rich mineral deposits in their neighbourhood. Lithgow, the third largest town outside County Cumberland, is also dependent on mining for its existence. Apart from these and the centres in the County of Cumberland closely dependent upon the city, there are only two country centres with a population exceeding 10,000; twelve, including two unincorporated, between 5,000 and 10,000; and twenty, including two unincorporated, between 3,000 and 5,000.

The following table affords a comparison of the populations at the last four censuses and at the end of 1923 of the towns, which at the census of

1921 had more than 3,000 inhabitants, including aboriginals and shipping, the metropolitan and closely-dependent municipalities being shown first :—

Municipality.	Population at Census.				
	Census 1891.	Census 1901.	Census 1911.	Census 1921.	31st Dec., 1923.
Sydney and Suburbs† ...	387,331	487,900	636,388	906,103	981,400
Parramatta† ...	11,677	12,560	12,476	14,595	15,290
Auburn*† ...	2,026	2,948	5,559	13,563	15,430
Granville† ...	4,248	5,094	7,231	13,328	14,880
Bankstown*† ...	108	1,246	2,039	10,670	13,380
Lidcombe† ...	2,084	4,496	5,419	10,524	11,780
Dundas† ...	881	1,087	1,136	3,523	4,240
Newcastle and Suburbs ...	50,662	54,991	55,380	86,267	90,350
Broken Hill ...	19,789	27,500	30,974	26,338	22,900
Lithgow ...	3,865	5,268	8,196	13,275	12,840
Goulburn ...	10,916	10,612	10,023	12,934	12,000
Maitland ...	10,214	10,073	11,318	12,009	12,460
Bathurst ...	9,162	9,223	8,578	9,441	9,410
Katoomba ...	1,592	2,270	4,924	9,057	9,860
Lismore ...	2,925	4,464	7,382	8,712	9,270
Albury ...	5,447	5,821	6,309	7,752	8,110
Wagga Wagga ...	4,596	5,108	6,419	7,679	8,050
Orange ...	5,064	6,331	6,722	7,398	7,630
Cessnock§ ...	203	165	3,957	7,343	7,610
Tamworth ...	4,602	5,799	7,147	7,264	7,360
Wollongong ...	3,058	3,554	4,673	6,708	7,340
Kurri Kurri§ ...	...	...	4,154	5,542	5,880
Armidale ...	3,826	4,249	4,739	5,486	5,440
Dubbo ...	3,551	3,409	4,455	5,032	5,000
Glen Innes ...	2,532	2,918	4,089	4,974	4,720
Grafton ...	3,618	4,173	4,685	4,609	4,680
Forbes ...	3,011	4,294	4,436	4,376	4,510
Inverell ...	2,534	3,293	4,549	4,369	4,390
Hornsby†§ ...	423	1,818	2,213	4,096	4,600
Parkes ...	2,449	3,181	2,935	3,941	4,010
Wellington ...	1,545	2,984	3,958	3,924	3,830
Windsor† ...	2,033	2,039	3,466	3,808	4,220
Cowra ...	1,546	1,811	3,292	3,732	4,100
Kempsey ...	2,194	2,329	2,947	3,613	3,670
Penrith† ...	3,099	3,539	3,683	3,605	3,750
Junee ...	1,682	2,190	2,531	3,560	3,570
Cootamundra ...	2,026	2,424	2,967	3,531	3,650
Casino ...	1,486	1,926	3,429	3,461	3,520
Young ...	2,746	2,755	3,140	3,284	3,300
Singleton ...	2,595	2,872	2,999	3,275	3,290
Mudgee ...	2,410	2,789	2,942	3,170	3,240
Temora ...	915	1,603	3,784	3,049	3,150
Moree ...	1,143	2,298	2,937	3,028	3,220
Narrandera ...	1,815	2,255	2,374	3,012	3,150
Towns in County Cumberland ...	413,910	522,727	679,610	983,815	1,068,970
Newcastle and Suburbs ...	50,662	54,991	55,380	86,267	90,350
Other Country Towns ...	125,057	149,941	187,964	214,878	215,160
Total population in towns of over 3,000 inhabitants ...	589,629	727,659	922,954	1,284,960	1,374,480

* Not incorporated 1891.

† Towns in County Cumberland.

§ Locality, not incorporated, Aborigines excluded.

The total population of these larger towns has grown at a fairly uniform rate during the whole of the period covered, and the towns of County Cumberland have shown an especially rapid increase in the last twelve years.

Newcastle, after twenty years of slow progress, made rapid headway between 1911 and 1921, largely on account of the growth of its manufacturing industries. The other rural towns, on the whole, have maintained a steady growth throughout, but the decline of the silver-lead mining industry—due largely to derangement of the markets of the world—has arrested the growth of Broken Hill, which has actually lost population since the year 1911. Lithgow, a coal-mining and partly manufacturing town, has continued to grow rapidly. Goulburn has developed, after twenty years of stagnation, into the leading town of the interior not dependent on mining; and Kateomba, a residential town, 60 miles from Sydney, has also grown rapidly.

A list of the mining settlements of the State, together with the number of their population at each of the last four censuses, was published on pages 155 and 156 of the Official Year Book for 1923.

SEX DISTRIBUTION.

As is the case in most of the younger countries, the population of New South Wales contains a surplus of males over females, but in older countries females are usually the more numerous.

The disparity in New South Wales is brought about by the operation of several factors. The development of the colony was first stimulated actively by the "gold rushes" and later depended on the pastoral and mining industries. This, combined with its remoteness from the Old World, led to far greater immigration of men than of women. In recent years the predominance of males among immigrants has tended to increase the disparity between the sexes.

On the other hand, despite the excess of male over female births, the higher rate of mortality among males renders the natural increase of females the greater. Thus, during the ten years, 1910 to 1919, the natural increase consisted of 147,640 males and 166,544 females. As a consequence the excess of males diminished, and the diminution was hastened by the war. During the past three years the natural increase of females was 4,787 greater than that of males, but the increase of males by migration was 5,712 greater than the increase of females from the same cause.

The distribution of the sexes at each census from 1861 to 1921, and at 31st December, 1923, was as follows:—

Year.	Distribution of Population in Sexes (including aboriginals).				Males per 100 Females.
	Males.	Females.	Proportion of Males.	Proportion of Females.	
			per cent.	per cent.	No.
1861	198,488	152,372	56·57	43·43	130
1871	275,551	228,430	54·67	45·33	121
1881	411,149	340,319	54·86	45·14	121
1891	612,562	519,672	54·14	45·86	118
1901	712,456	646,677	52·42	47·58	110
1911	858,850	789,896	52·09	47·91	109
1921	1,072,424	1,029,544	51·02	48·98	104
1923	1,128,089	1,083,017	51·02	48·98	104

From 1871 to 1881 the proportion of males remained constant at about 55 per cent., but immigration was checked towards the end of the next decade, and in 1891 the proportion of males had decreased slightly. During the following period there was very little immigration, and by 1901 the difference between the sexes had become less than at any previous period, the proportion of males being 52·42 per cent., or 110 males to every 100 females. At the census of 1911 the proportions were approximately the same, as immigration had revived in 1905; but the census of 1921 showed a further pronounced approach to equality between the sexes, due in part to war casualties.

From an analysis of the excess of males at each age-group at the census of 1921, it was concluded* that, although the tendency of the natural increase to maintain the predominance of males was greater between 1911 and 1921 than in the previous decade, it is clear, from the fact that the greatest surpluses of males are now at ages 50 to 65, that as time passes the proportion of females will increase. The relative excess of males will, therefore, decline still further unless there is an increase in the rate of natural increase of males (a rather remote possibility), or an accession of male immigrants in appreciably greater numbers than females.

AGES OF THE POPULATION.

A summary of the number of persons in quinquennial age-groups at the censuses of 1911 and 1921, and of the proportions in the same groups at successive censuses since 1861, was published on page 244 of the Official Year Book, 1922.

BIRTHPLACES OF THE POPULATION.

Broadly speaking, nationality is determined in New South Wales by the common law principle of locality of birth, although it is also provided that, irrespective of place of birth, any child whose father was a British subject, or a child born on a British vessel, shall be deemed a British subject. The localities of birth of the inhabitants of New South Wales (exclusive of aboriginals of full blood), as stated at the Census of 1921, were as follow :—

Birthplace.	1921.	Birthplace.	1921.
British Empire—		Other Countries—	
Australasia—		Europe	19,270
Australia	1,772,614	Asia	8,081
New Zealand	19,266	Africa	115
Other	231	America	3,471
British Isles... ..	260,426	Polynesia	741
British India	2,469	At Sea	1,283
Union of South Africa	2,191	Unspecified	5,903
Canada	1,519		
Polynesia	910		
Other... ..	1,881		
Total	2,061,507	Grand total	2,100,371

The figures shown above have been revised since the last issue of the Year Book in order to accord with the final figures of the Census.

The proportion of the population born in Australia was 84·4 per cent.

The table demonstrates the fact that the population is distinctly Australian by birth, still more distinctly British, and that, among the immigrant element, that from the British Isles is overwhelmingly preponderant.

* Official Year Book, 1922, page 243.

When consideration is given to the period of residence of persons born outside of the Commonwealth some very interesting facts as to immigration are revealed. Thus, in 1921 there were in New South Wales 37,916 persons who had entered Australia between 1916 and 1921, a large proportion being travellers and others than permanent settlers, and 81,736, who entered in the previous five years, making a total of 119,652 for the ten years against a total increase of non-aboriginals by migration of 135,117, indicating that the net number of migrants received in New South Wales from other States during the period was 15,465, excluding from account migrants who died in the period.

POPULATION ACCORDING TO RACE.

The only outstanding racial element in the population is the European, which at the census of 1921 was shown to embrace no less than 99·1 per cent. of the total population as against 98·9 per cent. in 1911. The largest decrease has occurred among Chinese, who constitute by far the greatest non-European element. The total number of persons recorded at the census of 1921 was 2,100,371, and of these 2,082,418 were of the European race, 11,087 were non-Europeans, and 6,866 were half-caste. In the period 1911 to 1921 the number of Europeans increased by 27·8 per cent, that of half-castes increased by 10·5 per cent., while that of non-Europeans decreased by 3·6 per cent. The numbers of males and females of the European and various non-European races at the censuses of 1911 and 1921 are shown below, the figures having been revised to accord with the final statement of the census :—

Race.	3rd April, 1911.			4th April, 1921.		
	Males.	Females.	Total.	Males.	Females.	Total.
European	844,014	785,068	1,629,082	1,058,196	1,024,105	2,082,301
Non-European (full blood)*—						
Afghan †	50	2	52	44	3	47
Chinese	7,939	284	8,223	6,903	379	7,282
Cingalese	89	13	102	50	12	62
Hindu	1,119	63	1,182	1,076	87	1,163
Japanese	119	7	126	290	19	309
Malay	28	1	29	18	3	21
Negro	134	23	157	53	7	60
Polynesian	301	42	343	273	59	332
Syrian	654	540	1,194	862	743	1,605
Other	74	25	99	159	41	200
Total Non-European*	10,507	1,000	11,507	9,728	1,353	11,081
Half-caste	3,177	2,968	6,145	3,577	3,412	6,989
Grand Total*	857,698	789,036	1,646,734	1,071,501	1,028,870	2,100,371

* Excluding Aborigines of Full Blood.

† Including Baluchis.

Non-European Races.

The distribution of the non-European elements of the population according to age groups at the census of 1921 as shown below is very illuminating :—

Age last birthday.	Non-European. Full blood.*		Hali-castes.			
	Males.	Females.	Other than Aboriginal.		Aboriginal.	
			Males.	Females.	Males.	Females.
Years.						
0-14	620	544	482	513	1,069	997
15-44	3,330	640	568	570	832	956
45-64	4,857	138	137	97	183	264
65 and over	623	16	14	7	52	65
Not stated	298	15	9	4	85	85
Total ...	9,728	1,353	1,210	1,191	2,221	2,367

* Excluding Aborigines.

Approximately 52 per cent. of the non-Europeans of full blood have passed the age of 45 years, while scarcely more than 20 per cent. of the rest of the population have attained that age. As the further entry of persons of this class is very closely restricted, it is apparent that the proportion of non-Europeans in the population will diminish steadily from natural causes with the effluxion of time. A further significant factor is the smallness of the number of women of reproductive ages. However, the proportion of non-European children under the age of 10 years to the number of non-European women of reproductive ages was approximately twice as great as the corresponding proportion among Europeans.

NATIONALITY OF THE POPULATION.

The nationality of the population of New South Wales is preponderantly British, no less than 2,082,272 persons, or 99.1 per cent. of the inhabitants, having been of British allegiance at the census of 1921. The number of persons of foreign allegiance at the same date was 16,915.

The following table, revised in accordance with the final figures available from the census of 1921, shows the number of persons of each nationality in New South Wales at that date, exclusive of aborigines of full blood :—

Nationality.	4th April, 1921.			Nationality.	4th April, 1921.		
	Males.	Females.	Total.		Males.	Females.	Total.
British—				Russian ...	585	191	776
Australian born...	880,892	891,722	1,772,614	Swedish ...	512	24	536
Born elsewhere...	172,982	132,070	305,052	Danish ...	351	89	440
Birthplace not				Dutch ...	313	99	412
stated ...	2,597	2,009	4,606	Norwegian ...	359	25	384
Total ...	1,056,471	1,025,801	2,082,272	Japanese ...	272	17	289
Foreign—				Polish ...	173	71	244
Chinese ...	5,982	76	6,058	Swiss ...	179	69	248
United States of				Finnish ...	243	19	262
America ...	1,217	412	1,629	Other ...	840	311	1,151
Greek ...	1,133	138	1,271	Total, Foreign...	14,305	2,610	16,915
French ...	603	556	1,159	Not stated ...	725	459	1,184
Italian ...	851	266	1,117	Grand Total ...	1,071,501	1,028,870	2,100,371
German ...	692	247	939				

ABORIGINES.

The number of aborigines in New South Wales for many years after the date of settlement is not accurately known, but it is certain that they have never been numerous.

The first careful enumeration was made in 1891, when it was found that only 8,280 aborigines of full blood were in existence. Since that date the numbers recorded at successive censuses have declined rapidly to 4,287 in 1901, 2,012 in 1911, and 1,597 in 1921.

Certain particulars relating to aborigines are also collected annually by the Aborigines' Protection Board through the agency of the police, but, owing to the difficulty of tracing individuals, it is not considered that a complete enumeration is obtained by this means. The number of aborigines of full blood recorded at 30th June, 1924, was 1,084, of whom 675 were males and 409 were females. There were included only 225 children. The number recorded by the same means at the date of the census in 1921 was 1,281 or 316 less than the total actually enumerated at the census.

Apart from the incompleteness of the police returns it is possible that the heavy decline shown is partly the consequence of a number of aborigines of full blood wrongly describing themselves as half-castes in the hope of obtaining certain benefits to which half-castes are entitled.

The numbers of half-castes enumerated at successive censuses were as follow:—In 1891, 3,183; in 1901, 3,147; in 1911, 4,512; and in 1921, 4,560, of whom 2,349 were males and 2,211 females. The number recorded at the annual collection of 30th June, 1924, was 5,387, comprising 2,871 males and 2,516 females. However, it is considered probable that this number is considerably overstated through the inclusion of full-bloods, for the reasons stated above, and possibly through the inclusion of quadroons and persons of lesser caste.

NATURALISATION.

Under certain conditions a person of foreign allegiance may be granted a certificate of naturalisation, which entitles him to all the political and other rights, powers, and privileges, and subjects him to all obligations to which natural-born British subjects are entitled, or subject in the Commonwealth of Australia, except insofar as special distinction is made by law between the prerogatives of natural born and naturalised British subjects.

The issue of these certificates is now exclusively a function of the Commonwealth, and they may be granted only by the Governor-General in Council. Aboriginal natives of Asia, Africa, or the islands of the Pacific (except New Zealand) are not eligible for naturalisation.

Any person seeking naturalisation must—

- (a) Declare his intention of settling in the British Empire.
- (b) Have resided within the Commonwealth continuously for at least one year, and within the British Empire during four of the eight years immediately preceding the date of application.
- (c) Must abjure former allegiance and take an oath of allegiance to the reigning sovereign and his successors.

He must, furthermore, advertise his intention to seek naturalisation, produce certificates of good character, declare certain personal particulars, and satisfy the responsible Minister of the Crown that he can read and write

English. Certificates of naturalisation may be refused with or without assigning reasons. Letters or certificates of naturalisation issued in the United Kingdom are accepted in Australia on proof of identity and genuineness.

The privileges of naturalisation have not been widely sought in New South Wales on account of the smallness of the non-British element in the population. There were 274 persons naturalised during 1923. Between 1849 and 1923 the total number of persons naturalised was 17,915, of whom 6,615 were of German origin; 1,724 were Swedes; 1,184 Russians; 1,178 Danes; 1,033 Italians; and 809 French. There were also 1,130 Asiatics, of whom 910 were Chinese and 212 Syrians. Certificates of naturalisation issued under former State laws remain in force under the present Federal statute (Nationality Act, 1920). Records of the occupations of naturalised persons show that, in the past ten years, 609 were labourers, 335 were seamen, 113 miners, 134 cooks, 132 fruiterers, 96 tailors, 95 carpenters, and 87 engineers.

VITAL STATISTICS.

REGISTRATION OF BIRTHS, DEATHS, AND MARRIAGES.

CIVIL registration of births, deaths, and marriages was inaugurated in New South Wales in March, 1856, when a general registry was established, and a Registrar-General appointed by the Governor. The laws relating to registration were consolidated by the Registration of Births, Deaths, and Marriages Act, 1899, and the Acts relating to marriage by the Marriage Act, 1899.

All births are required to be registered within sixty days. After the expiration of that time no birth may be registered unless, within six months, a declaration is furnished by the parent, or by some person present at the birth. Within six months of the arrival in New South Wales of a child under the age of 18 months, born outside the State, the birth may be registered upon declaration by the parent, if the parents intend to reside in New South Wales. Still-births are not registered.

Notice of the death of any person must be supplied to the District Registrar by a relation of the deceased, or by the householder or tenant of the house or place in which the death occurs. Such notice must be accompanied by a proper certificate as to the cause of death.

When a dead body is found information is supplied by the Coroner or by the nearest Justice of the Peace.

Marriages may be celebrated only by District Registrars or by ministers of religion registered for that purpose by the Registrar-General. In the former case, the parties to be married must sign, before the Registrar of the district in which the intended wife ordinarily resides, a declaration that they conscientiously object to be married by a minister of religion, or that there is no minister available for the purpose of performing the marriage. Marriage of minors is permissible only with the written consent of parents or guardians. Approximately 4 per cent. of the marriages of the past ten years have been performed under these conditions. The proportion increased steadily from 2.2 per cent. in 1914 to 5.2 per cent. in 1923.

New South Wales is divided into 217 registry districts, in each of which a District Registrar has been appointed.

At the beginning of 1924 there were registered 1,948 persons as ministers of religion for the celebration of marriages in New South Wales. Of these 573 belonged to the Church of England, 521 were Roman Catholic, 284 Methodist, 265 Presbyterian, 76 Congregational, 72 Baptist, 50 belonged to the Salvation Army, 26 were Seventh Day Adventists, 22 belonged to the Church of Christ, and 10 to the Latter Day Saints. There were 26 other religious bodies represented.

CONJUGAL CONDITION OF THE POPULATION.

The proportion of married persons living in New South Wales at the census of 1921 was considerably more than one-third of the population, being 37.31 per cent., which represents an increase from 33.50 per cent.

at the previous census. The actual numbers and proportions of the population (exclusive of aboriginals), arranged in groups according to conjugal condition, at the census of 1921 were as follow:—

Conjugal condition.	Number.			Proportion per cent.		
	Males.	Females.	Total.	Males.	Females.	Total.
Never married—						
Under age 15 ...	343,979	334,385	678,364	32·10	32·50	32·30
Age 15 and over	302,574	237,693	540,267	28·24	23·10	25·72
Married	391,844	391,886	783,730	36·57	38·09	37·31
Widowed	27,851	60,701	88,552	2·59	5·90	4·22
Divorced	2,214	2,395	4,609	·21	·23	·22
Not stated	3,039	1,810	4,849	·29	·18	·23
Total	1,071,501	1,028,870	2,100,371	100·00	100·00	100·00

The persons never married constitute 58 per cent. of the total population, but of these 678,364 (or 32·30 per cent. of the population) were under the age of 15 years. The number of males over the age of 15 years who have never been married was 302,574, and of females 237,693. The higher marriage rate of the decade 1911-1921 as compared with the preceding decade, coupled with the increasing proportion of persons of marriageable age, has had the effect of considerably raising the proportion of married persons in the population. The proportion of married to the number of persons over the age of 15 years rose from 49·2 per cent. in 1911 to 55·1 per cent. in 1921. The number of males never married is considerably greater than the number of females never married, because of the facts that women generally marry at earlier ages than men, and that there is an excess of males over females in the population. The number of widowers is much less than the number of widows, due to the greater mortality of males rather than to any greater tendency of widowers to re-marry.

The following table affords a comparison of the proportions of each of the principal groups to the total population at each of the last seven censuses:—

Census.	Males.				Females.			
	Never married.	Married.	Widowed.	Divorced.	Never married.	Married.	Widowed.	Divorced.
1861	69·34	28·23	2·43	*	61·09	35·14	3·77	*
1871	69·96	27·59	2·45	*	62·89	32·82	4·29	*
1881	70·64	26·94	2·42	*	63·52	31·75	4·73	*
1891	69·78	27·41	2·78	·03	62·87	32·11	5·00	·02
1901	68·46	28·69	2·75	·10	62·43	32·00	5·46	·11
1911	65·00	32·18	2·67	·15	59·30	35·03	5·52	·15
1921	60·51	36·68	2·60	·21	55·70	38·16	5·91	·23

*Di rect proceedings were first permitted under Matrimonial Causes Act, 1873.

There has been a steady decline since 1881 in the proportions of both sexes never married, and a corresponding increase in the proportions married. This is the result partly of the increasing marriage rate since 1901, which in turn has been due in a large measure to the altered age-constitution of the population consequent on the declining birth-rate. The proportion of widowers has shown no appreciable increase during the period, although the proportion of widows has constantly increased, attaining the high proportion of nearly 6 per cent. of the total female population in 1921. The increase in the proportion of divorced persons of both sexes has been relatively very rapid. The numbers and proportions of widowed and divorced persons shown are exclusive of those who had remarried.

MARRIAGES.

The number of marriages celebrated in New South Wales during 1923 was 17,507, corresponding to a rate of 7.99 per 1,000 of the population. These figures show a continuance of the decrease which has been experienced during the last three years. In 1920 the marriages were 9.76 per 1,000 of population, in 1921 8.78, and in 1922 8.17. This decline is probably mainly attributable to the disarrangement caused by war conditions. Returns for the first three quarters of 1924 showed an increase over the same period of the preceding year.

The following table shows the average annual number of marriages and the rates per 1,000 of the population during each quinquennium since 1880:—

Period.	Average Annual Number of Marriages.	Rate per 1,000 of Population.	Period.	Average Annual Number of Marriages.	Rate per 1,000 of Population.
1880-84	6,738	8.39	1910-14	15,978	9.17
1885-89	7,679	7.67	1915-19	15,345	7.97
1890-94	7,954	6.80	1920	20,183	9.76
1895-99	8,700	6.74	1921	18,518	8.79
1900-04	10,240	7.37	1922	17,583	8.17
1905-09	12,080	7.97	1923	17,507	7.99

A review of the marriage rates during the last forty years shows that, except for five or six years subsequent to 1880, the rates declined steadily. In 1894 they reached the lowest point, being only 6.25 per 1,000 of population. After that year an improvement, remarkable for its regularity, was experienced, until in 1912 the rate (9.55 per 1,000) was the highest then recorded. In 1915 the rate was slightly higher, probably due, in part, to marriages contracted by soldiers prior to their departure for the war. Owing to the absence of many marriageable men the rates for the next three years showed a decline. Coincident with the return of men from active service the rate exhibited an upward tendency in 1919, and this was more strongly marked in 1920. In 1921 the rate fell to a level below the average for the quinquennium preceding the war, and the decline continued in 1922 and 1923.

This survey of marriages, considered in conjunction with the industrial history of the State, shows that in the past fifty years, except for the war period, the marriage rate has risen and fallen with the condition of trade, indicating that it is normally a reliable reflex of the comparative prosperity of the State.

The following statement shows the marriage rate per 1,000 of the population in each State, the Commonwealth of Australia, and in New Zealand in

1923, compared with the average of 1921 and 1920, and the two preceding periods of five years:—

State.	1910-14.	1915-19.	1920.	1921.	1922.	1923.
Victoria	8·29	7·62	9·85	8·90	8·27	8·16
New South Wales...	9·17	7·96	9·76	8·79	8·17	7·99
South Australia ...	9·38	7·94	10·03	8·81	8·19	7·92
New Zealand	8·51	7·30	10·32	8·69	7·63	7·90
Commonwealth	8·72	7·75	9·62	8·59	8·03	7·83
Tasmania	7·94	6·90	9·50	7·82	7·79	7·39
Queensland	8·54	7·59	8·92	7·80	7·51	7·24
Western Australia	8·22	6·62	8·90	7·97	7·21	6·82

Mark Signatures in Marriage Registers.

In 1870 the proportion of signatures made in the marriage register with marks was as high as 188·8 per 1,000 of the whole, but in 1923 the number of persons who signed in this way was only 66, equal to 3·8 per 1,000 persons married. This significant decrease in illiteracy is emphatic evidence of the efficiency of the State system of public instruction.

Marriages according to Denomination.

Of every 100 marriages performed in New South Wales, about 95 are celebrated by ministers of religion licensed under the authority of the Registrar-General. The number of marriages at which clergymen officiated during the year 1923 was 16,596, and the number contracted before District Registrars 911, or a proportion respectively of 94·8 and 5·2 per cent.

As compared with the preceding quinquennial period, the proportion of marriages solemnised by the Roman Catholic, Congregational, and smaller churches decreased in the year 1923. The following table gives the number and proportion per cent. of marriages registered by the several denominations during 1923 in comparison with the preceding quinquennium:—

Denomination.	Marriages, 1923.	Proportion per cent.	Marriages, 1918-1922.	Proportion per cent.
Church of England	7,678	43·86	37,380	43·82
Roman Catholic	3,397	19·41	17,018	19·95
Presbyterian... ..	2,340	13·37	11,291	13·24
Methodist	2,182	12·46	10,506	12·32
Congregational	377	2·15	1,935	2·27
Baptist	237	1·35	1,267	1·48
Hebrew	43	0·25	219	0·26
All Other Sects	342	1·95	1,775	2·08
District Registrars	911	5·20	3,910	4·58
Total Marriages	17,507	100·00	85,301	100·00

The proportion per cent. of the number of adherents of the principal denominations at the census of 1921 to the total population was—Church of England, 49·60; Roman Catholic, 24·27; Methodist, 8·79; and Presbyterian, 10·62.

Thus the proportion of marriages, according to the rites of the two principal churches, was considerably below the proportional number of their adherents, while in the case of the Presbyterian, and more especially the Methodist churches, the position was the reverse.

Condition before Marriage.

During the year 1923 of the males married, 16,031 were bachelors, 1,134 were widowers, and 342 were divorced. Of the females, 16,149 were spinsters, 1,003 were widows, and 355 were divorced. The proportion of males re-married was 7·47 per cent., and of females 8·01 per cent.

The following table shows at quinquennial intervals since 1891 the proportion of first marriages and of re-marriages per 10,000 married:—

Period.	Males.		Females.	
	Bachelors.	Widowers and Divorced Men.	Spinsters.	Widows and Divorced Women.
1891	9,229	771	9,216	784
1896	9,184	816	9,172	828
1901	9,270	730	9,268	732
1906	9,262	738	9,352	648
1911	9,407	593	9,456	544
1916	9,377	623	9,362	638
1921	9,246	754	9,214	786
1923	9,157	843	9,224	776

The numbers of widows and divorced women who re-married in the years 1916 and 1921 were greater than in the case of widowers and divorced men, whereas the reverse has usually been the case; the variation is probably due to the loss of life among married men at the war. Of the contracting parties per 1,000 marriages in 1923, 916 males and 922 females had never been married before. Generally speaking, the tendency to re-marry is no greater among males than among females.

Age at Marriage.

The following statement shows the average age at marriage both of bridegrooms and of brides for each of the last ten years. The ages are as stated at marriage by the contracting parties, without verification. The difference between the ages at marriage of males and females is now on the average about 3½ years, the males being the older.

Year.	Average Age of—		Average Age of—		Year.	Average Age of—		Average Age of—	
	All Bridegrooms.	Bachelors.	All Brides.	Spinsters.		All Bridegrooms.	Bachelors.	All Brides.	Spinsters.
	years.	years.	years.	years.		years.	years.	years.	years.
1912	28·9	28·4	25·3	25·0	1918	30·0	28·7	26·1	25·1
1913	28·8	27·8	25·5	24·7	1919	29·7	28·7	26·2	25·3
1914	28·8	27·9	25·6	25·0	1920	29·5	28·5	26·1	25·2
1915	28·7	28·0	25·5	25·0	1921	29·7	28·5	26·2	25·2
1916	29·1	28·4	26·1	25·2	1922	29·4	28·4	26·0	25·0
1917	29·7	28·5	26·0	25·0	1923	29·5	28·2	26·0	25·0

The average age at marriage of both bridegrooms and brides, which is stated as that at last birthday, has increased by nearly twelve months during the last twenty years and by three and a half years in the past forty years. This change has probably contributed to the decline of the birthrate.

Particulars of the ages of persons married are published in the Statistical Register of New South Wales.

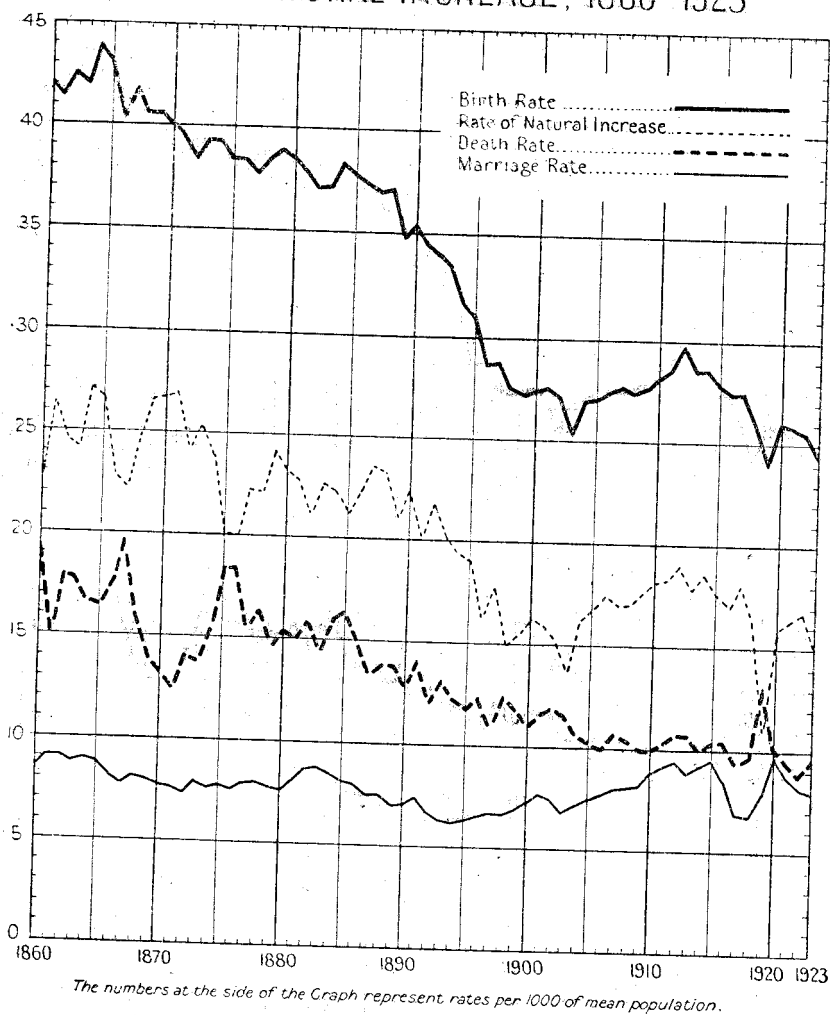
Marriages of Minors.

The number of persons under 21 years of age who were married during 1923 was 4,927, or 14·07 per cent. of the total. The following are the figures at decennial intervals since 1881:—

Year.	Minors.		Percentage of—	
	Bridegrooms.	Brides	Bridegrooms.	Brides.
1881	149	1,660	2·37	26·42
1891	177	2,085	2·09	24·65
1901	351	2,546	3·33	24·15
1911	701	3,499	4·59	22·92
1921	833	3,850	4·50	20·79
1922	921	3,842	5·24	21·85
1923	950	3,977	5·43	21·95

Compared with the early years the proportion of minors increased among bridegrooms up to the year 1912, when it gradually decreased for five years, the proportion in 1916 being 3.32 per cent. During the next three years the rates were 4.04, 5.19, and 4.68 respectively, and although a slight decline occurred during the years 1920 and 1921 the proportion in 1922 was higher than any previously recorded, that for 1923, however, was still higher. Among brides the proportion of minors has always been much larger than among bridegrooms, but it has decreased continuously, with irregular fluctuations, in the past forty years.

RATES OF BIRTHS, DEATHS, MARRIAGES, AND OF NATURAL INCREASE, 1860-1923



BIRTHS.

The birth-rate appears to have moved fairly closely in sympathy with the marriage rate. It fell sharply after 1888, and declined continuously until 1903, but after that year there was an improvement, and the rate in 1912

was the highest since 1895. During the war years, coincident with the decline in the marriage rate, there was a falling-off in the birth-rate, which reached its lowest point in 1919, perhaps partly in consequence of an epidemic of influenza. However, despite a slight revival in the marriage rate, the birth-rate remained low and fell still further in the years succeeding the war.

The number of births registered during 1923 was 54,112, equal to a rate of 24.68 per 1,000 of the population, which is 3.6 per cent. below the average for the previous five years, and is the lowest rate on record for any year except 1919.

The following table shows the average annual number of births and the birth-rate per 1,000 of the total population in quinquennial periods since 1880:—

Period.	Average Number of Births.	Birth-rate per 1,000 of Population.	Period.	Average Number of Births.	Birth-rate per 1,000 of Population.
1880-84	30,417	37.89	1910-14	50,190	28.79
1885-89	36,877	36.85	1915-19	51,331	26.64
1890-94	39,550	33.80	1920	53,974	26.09
1895-99	37,042	28.68	1921	54,634	25.91
1900-04	37,498	26.99	1922	55,214	25.67
1905-09	41,788	27.56	1923	54,112	24.68

The rates shown above are calculated by the usual crude and unsatisfactory method of relating the births to the total population. A preferable method for purposes of strict analysis is to relate the number of mothers at various ages to the total number of women at corresponding ages, or to relate the number of births to the number of women of child-bearing ages.

Unfortunately these methods can be followed with exactitude only at census dates, since at any other time it is very difficult to make a reliable estimate of the number living at various ages, on account of migration and other influences.

The birth-rate per 1,000 women living at various groups of reproductive ages, from 15 to 45 years, have been calculated for the four census periods between 1891 and 1921, and are shown in the following table:—

Ages of Mothers (years).	1891.	1901.	1911.	1921.	Decrease per cent. in rates, 1891 to 1921.
15-19	35.30	30.87	33.75	32.72	7.3
20-24	170.90	134.65	141.45	143.57	14.2
25-29	247.48	177.95	187.35	169.99	31.3
30-34	238.81	168.42	161.20	140.18	41.3
35-39	196.15	136.60	122.27	101.71	48.1
40-44	96.61	70.79	54.51	43.78	54.7
15-44	161.74	117.46	118.50	109.84	32.1

The crude birth rate for New South Wales was 9·5 per cent. lower in 1921 than in 1911. The rate, calculated on the basis of the number of women of reproductive age, was only 7·3 per cent. lower.

From the above table it will be seen that the decline since 1891 has been general at all age-groups, although it is more marked at the later than at the earlier stages. The rate in age group 20-24 has shown a persistent recovery since 1901.

The birth-rate per 1,000 of the population of each State of the Commonwealth and of New Zealand is given in the following table:—

State.	1910-14.	1915-19.	1920.	1921.	1922.	1923.
Tasmania	29·90	27·78	27·28	26·97	27·07	26·27
New South Wales	28·79	26·64	26·09	25·91	25·67	24·68
Queensland	28·81	27·86	27·10	26·59	25·53	24·89
Commonwealth	27·73	25·89	25·45	24·95	24·69	23·77
Western Australia	28·63	25·21	24·73	23·43	23·96	22·55
South Australia... ..	27·98	25·51	24·71	24·07	23·71	22·60
New Zealand	26·15	24·37	25·36	23·34	23·17	21·94
Victoria	25·42	23·13	23·95	23·15	23·10	22·31

Birth-Rates—Metropolis and Remainder of the State.

During the year 1923 the births recorded in the metropolitan district of New South Wales numbered 21,990, and in the remainder of the State 32,122, or 22·70 and 26·25 per 1,000 of the population respectively. Prior to the year 1893 the metropolitan birth-rate was the higher, but since then, with the exception of the year 1913, the country has consistently shown a higher rate. The rate for the metropolis is declining faster than that of the remainder of the State.

Period.	Number of Births.			Births per 1,000 of Population.		
	Metropolis.	Remainder of State.	New South Wales.	Metropolis.	Remainder of State.	New South Wales.
1880-84	49,058	103,026	152,084	40·16	36·90	37·89
1885-89	65,866	118,517	184,383	41·50	34·69	36·85
1890-94	68,754	128,998	197,752	34·11	33·63	33·80
1895-99	61,224	123,986	185,210	26·73	29·75	28·68
1900-04	63,694	123,795	187,489	25·16	28·05	26·99
1905-09	72,409	136,529	208,938	25·50	28·80	27·56
1910-14	95,529	155,423	250,952	27·66	29·53	28·79
1915-19	100,216	156,439	256,655	25·02	27·81	26·64
1920	22,352	31,622	53,974	25·26	26·73	26·09
1921	22,418	32,216	54,634	24·54	26·98	25·91
1922	22,090	33,124	55,214	23·47	26·55	25·67
1923	21,990	32,122	54,112	22·70	26·25	24·68

The Sexes of Children.

Of the 54,112 children born during the year (exclusive of those still-born), 27,729 were males and 26,383 were females, the proportion being 105 males to 100 females. In no year, as far as observation extends, have the female births exceeded in number those of males, although the difference has sometimes been very small.

The excess of males over females born during the past sixty-one years has ranged from 2 per cent. in 1875, 1876, and 1901, to about 8·7 per cent. in 1864, the average being 5 per cent. The proportion of males born during the war years was very little different from that in the pre-war years.

It is noteworthy that in the case of illegitimate births, the births of males have always maintained the ascendancy, save in the quinquennial period 1885-89 and in the year 1915, when the births of females predominated slightly.

The following table shows the number of males born to every 100 females, both in legitimate and illegitimate births, during the last forty-three years:—

Years.	Legitimate Births.	Illegitimate Births.	All Births.	Years.	Legitimate Births.	Illegitimate Births.	All Births.
1880-84	104·9	103·9	104·8	1910-14	105·2	105·1	105·2
1885-89	105·4	98·8	105·1	1915-19	105·3	104·0	105·2
1890-94	105·7	105·4	105·7	1920	105·4	110·3	105·6
1895-99	105·0	105·4	105·1	1921	104·9	108·0	105·0
1900-04	104·3	102·8	104·2	1922	104·6	106·1	104·6
1905-09	105·0	104·9	105·0	1923	105·1	105·0	105·1

The proportion in 1923 of male illegitimate births to females shows a return to the general average experienced prior to 1919.

Plural Births.

During the year 1923 there were 518 cases of plural births. The children thus born numbered 1,028 (exclusive of nine still-births) and included 517 cases of twins (543 males and 482 females), and 1 case of triplets (3 females). Of these 518 cases, 18 were classified as illegitimate.

The number of children born at plural births was 1·90 per cent. of the total births.

The following table shows the number of cases of twins and triplets born in New South Wales during the last ten years, excluding those still-born, and distinguishing legitimate and illegitimate:—

Cases of—				Legitimate.	Illegitimate.	Total.
Twins	...	...	...	5,446	262	5,708
Triplets	...	...	...	40	4	44

The last instance of quadruplets was in 1913.

The total number of confinements recorded during the ten years was 522,461; hence the rates per million confinements were 10,925 cases of twins and 84 of triplets; otherwise stated, there were 11 plural births in every 1,000 confinements.

ILLEGITIMACY.

The number of illegitimate births in 1923 was 2,698, equal to 4.99 per cent. of the total births and to 1.23 per 1,000 of population. A statement of the illegitimate births in New South Wales at intervals since 1900 is given below.

Year.	Number of Illegitimate Births.	Ratio per cent. to Total Births.	Rate per 1,000 of Population.	Year.	Number of Illegitimate Births.	Ratio per cent. to Total Births.	Rate per 1,000 of Population.
1900	2,605	7.01	1.92	1918	2,654	5.23	1.36
1905	2,912	7.37	2.00	1919	2,534	5.22	1.27
1910	2,900	6.37	1.79	1920	2,635	4.88	1.27
1915	2,681	5.07	1.42	1921	2,673	4.89	1.27
1916	2,501	4.80	1.32	1922	2,700	4.89	1.26
1917	2,533	4.82	1.33	1923	2,698	4.99	1.23

Over the whole State the proportion of illegitimate to total births has declined markedly since 1905. It rose gradually from 4.35 per cent. in 1880 to 7.37 per cent. in 1905, after which a rapid decline occurred to 4.80 per cent. in 1916. The rise and fall of this proportion has followed in a general way the same course as the illegitimate birth-rate per 1,000 inhabitants, which rose between 1884 and 1894 from 1.57 to 2.09 per 1,000 of population. It remained near that level until 1905, since when a continuous decline has occurred to 1.23 per 1,000 of population in 1923.

The most accurate test of the extent of illegitimacy is obtained by relating the total number of illegitimate births recorded to the number of unmarried women of child-bearing age. This test indicates that illegitimacy, which was increasing up to about 1890, has declined very markedly in the past thirty years, the proportion of illegitimate children born per 1,000 unmarried women, aged 15 to 45, having fallen from 18.41 in 1891 to 16.10 in 1901, and to 14.18 in 1911. The corresponding rate probably did not greatly exceed 10.5 per 1,000 in 1921—a decrease of approximately 43 per cent. since 1891.

The Legitimation Act, 1902.

In 1902 an Act was passed to legitimise children born before the marriage of their parents, provided that no legal impediment to the marriage existed at the time of birth. On registration in accordance with the provisions of the Legitimation Act, any child who comes within the scope of its intentions, born before or after the passing thereof, is deemed to be legitimised from birth by the post-natal union of its parents, and entitled to the status of offspring born in wedlock. Since the passing of the Act there have been 6,971 registrations. The number in each of the last ten years is shown in the following table:—

Year.	Registrations.	Year.	Registrations.
1914	393	1919	398
1915	416	1920	455
1916	420	1921	444
1917	390	1922	371
1918	447	1923	397

NATURAL INCREASE.

The excess of births over deaths, or "natural increase," during 1923 was 33,061, equal to 15·08 per 1,000 of population.

The following table shows the natural increase of population since 1890 in the Metropolis, in the remainder of the State, and in the whole of New South Wales:—

Year.	Natural Increase.					Annual Increase per 1,000 of Population.
	Metropolis.	Remainder of State.	Whole State.			
			Males.	Females.	Total.	
1890-94	38,859	82,787	57,233	64,413	121,646	20·79
1895-99	33,056	74,575	49,885	57,746	107,631	16·67
1900-04	34,470	73,377	49,695	58,152	107,847	15·52
1905-09	42,513	88,132	61,652	68,993	130,645	17·23
1910-14	58,969	101,218	75,648	84,539	160,187	18·38
1915-19	56,584	97,413	71,992	82,005	153,997	15·98
1920	12,923	20,090	15,603	17,410	33,013	15·95
1921	13,725	20,875	16,489	18,111	34,600	16·40
1922	13,665	22,371	17,215	18,821	36,036	16·75
1923	12,600	20,461	15,751	17,310	33,061	15·08

On account of the decrease in death-rates, the rate of natural increase prior to the war period had been improving slightly for about sixteen years. The increase per 1,000 of population for the five years, 1915-19, however, was 13 per cent. lower than that for the previous quinquennium; that for 1922 shows a slight improvement as compared with the years immediately preceding it.

Although male births are more numerous than those of females, the increase of population from the excess of births over deaths is greatly in favour of the latter. The male population certainly exceeds the female, but there is a disproportionately large number of deaths among males. There is also a greater mortality among male than among female children, a cause from which alone the natural excess of male births is almost neutralised. During the ten years which closed with 1923, the number of females added to the population by excess of births over deaths exceeded the males by 18,579, or 12·1 per cent.

Analyses of the natural and migratory increases in the population of the State since 1861 and of the various divisions of the State since 1891 are shown on pages 226 and 236 of the Year Book for 1922.

During the year 1923 the birth-rates in all the Australian States were lower than those of 1922, and in each State the death-rate was higher, consequently there was a further decline from the pre-war rates of natural increase, as will be seen from the table below. The rates are per 1,000 of population.

State.	1910-14.	1915-19.	1920.	1921.	1922.	1923.
Tasmania ...	19·35	17·83	17·61	16·67	17·78	16·35
New South Wales...	18·38	15·98	15·95	16·40	16·75	15·08
Queensland ...	18·51	17·06	16·47	17·25	16·39	15·06
Commonwealth ...	17·03	14·99	14·95	15·04	15·48	13·88
Western Australia	18·61	15·47	14·45	12·99	14·63	14·14
South Australia ...	17·63	14·84	14·27	14·05	14·61	13·01
New Zealand	16·80	13·85	15·09	14·61	14·40	12·91
Victoria ...	13·85	11·75	12·82	12·63	13·45	11·60

DEATHS.

The deaths during 1923 numbered 21,051, equal to a rate of 9.60 per 1,000 of the population, or 6.4 per cent. below the average for the previous five years. Of the total, 11,978 were males and 9,073 females, the rate for the former being 10.72 and for the latter 8.45 per 1,000 living of each of the sexes. The average annual number of deaths from 1880, with the rate per 1,000 of population, in quinquennial periods, was as follows:—

Period.	Average Annual Number of Deaths.			Death-rate per 1,000 of Population.			Proportion per cent. of Male to Female Rate
	Males.	Females.	Total.	Males.	Females.	Total.	
1880-84	7,286	5,124	12,410	16.55	14.14	15.46	117
1885-89	8,461	6,043	14,504	15.43	13.36	14.49	115
1890-94	8,877	6,344	15,221	14.06	11.77	13.01	119
1895-99	9,002	6,514	15,516	13.11	10.77	12.01	122
1900-04	9,195	6,733	15,928	12.65	10.17	11.47	124
1905-09	9,076	6,583	15,659	11.52	9.04	10.33	127
1910-14	10,598	7,555	18,153	11.59	9.11	10.41	128
1915-19	11,919	8,613	20,532	12.20	9.07	10.66	137
1920	12,120	8,841	20,961	11.46	8.74	10.13	131
1921	11,496	8,538	20,034	10.70	8.26	9.50	130
1922	11,017	8,161	19,178	10.05	7.74	8.92	130
1923	11,978	9,073	21,051	10.72	8.45	9.60	127

The death-rate has fallen continuously for both sexes, but faster for females than for males. As shown above, the rate for the five years 1880-84 was nearly 60 per cent. higher than the rates now being experienced. Many causes are responsible for this improvement, such as the enforcement of Health Acts, the advance of science, and the better education of the people. The remarkable effect of the above on the death-rates of the population in the early years of life is dealt with later in connection with deaths of children under 1 year and under 5 years.

A table of the death-rates per 1,000 in each of the Australian States and in New Zealand from 1910 to 1923 provides an instructive comparison:—

State.	1910-14.	1915-19.	1920.	1921.	1922.	1923.
New Zealand ...	9.35	10.52	10.27	8.73	8.77	9.03
New South Wales ...	10.41	10.66	10.14	9.51	8.92	9.60
South Australia ...	10.30	10.67	10.44	10.02	9.10	9.59
Queensland ...	10.30	10.80	10.63	9.34	9.14	9.83
Commonwealth ...	10.70	10.90	10.50	9.91	9.21	9.89
Tasmania ...	10.55	9.95	9.67	10.30	9.29	9.92
Western Australia	10.02	9.74	10.28	10.44	9.33	8.41
Victoria ...	11.57	11.38	11.13	10.52	9.65	10.71

The deaths during the five years, 1915-19, included those occasioned by the epidemic of influenza.

Death Rates—Age and Sex.

The age and sex distribution of a population are most important factors to be considered in comparing death-rates. In New South Wales during 1922 the death-rate of persons under 45 was 4.7 per 1,000, as compared with 25.4 for persons at and above that age. It follows that any variation in the proportion of persons under and over that age will have a considerable bearing on the death-rate of the whole population.

Again, the death-rate of females during the same period was 23 per cent. less than that of males. Consequently an increase in the proportion of females will be reflected in a corresponding decrease in the general rate.

In the following table death-rates are given for each sex in the principal age-groups during the four decennial periods from 1881 to 1920:—

Age-Group, Years.	Deaths per 1,000 Living—All causes.				Reduction per cent., 1881-90 to 1901-10.
	1881-90.	1891-1900.	1901-10.	1911-20.	
Males.					
0-4	44.57	37.65	27.90	23.28	37
5-9	3.62	2.88	2.07	1.95	43
10-14	2.44	2.08	1.78	1.52	27
15-19	3.74	3.13	2.85	2.58	24
20-24	5.83	4.38	3.67	3.83	37
25-34	7.72	5.88	4.51	5.16	41
35-44	10.92	9.13	7.46	7.07	32
45-54	17.65	14.69	12.87	12.65	28
55-64	30.46	29.05	24.95	23.91	17
65-74	63.67	56.58	58.77	52.39	8
75 and over ...	149.36	148.98	142.43	147.36	4
Total... ..	15.62	13.43	11.77	11.81	24

Females.					
0-4	40.47	32.98	24.21	19.61	40
5-9	3.29	2.77	1.88	1.79	43
10-14	2.18	1.77	1.58	1.25	28
15-19	3.52	2.80	2.53	1.94	30
20-24	5.40	4.12	3.59	3.20	33
25-34	7.44	5.70	4.71	4.52	26
35-44	9.95	8.04	6.82	5.61	32
45-54	13.83	10.86	9.50	8.65	32
55-64	23.12	21.16	18.24	16.43	21
65-74	52.73	43.48	45.91	40.67	10
75 and over ...	135.66	134.14	123.05	127.15	9
Total... ..	13.47	11.02	9.47	8.96	30

Total.					
0-4	42.56	35.35	26.08	21.49	39
5-9	3.46	2.83	1.98	1.87	42
10-14	2.32	1.93	1.68	1.39	28
15-19	3.63	2.97	2.69	2.25	26
20-24	5.63	4.25	3.63	3.50	36
25-34	7.60	5.83	4.60	4.84	39
35-44	10.53	8.67	7.17	6.37	32
45-54	16.19	13.11	11.42	10.83	30
55-64	27.62	25.83	22.04	20.62	20
65-74	59.39	51.22	53.22	47.07	10
75 and over ...	144.15	142.68	133.72	137.81	7
Total... ..	14.65	12.31	10.67	10.42	27

Previously, rates of mortality in age groups were published for the years 1921 and 1922, but, owing to the smallness of the numbers involved, these have now been omitted. Data as to ages of the population are obtained only at the census.

Because of the incidence of the epidemic of influenza in 1919, comparison is made between the rates of the periods 1881-1890 and 1901-1910.

The death-rates for females were reduced 30 per cent., as against 24 per cent. in the case of those for males. As regards age, the improvement was fairly constant under 55. Above that age improved conditions naturally had less effect. The ages at which death-rates are most favourable are between 10 and 14 years. But between the ages of 5 and 45 years they are generally considerably below the average.

Deaths—Metropolis and Remainder of the State.

It is not possible to show the exact difference between urban and rural mortality in New South Wales, but an approximate idea may be obtained from a comparison of the experience of the metropolis with that of the remainder of the State, which is, of course, not absolutely rural, as a few large towns are contained therein. During the year 1923 the number of deaths recorded in the metropolis was 9,390, and in the remainder of the State 11,661, equivalent respectively to rates of 9·69 and 9·53 per 1,000 of the living. The average annual number of deaths and the rate per 1,000 in each of these divisions since 1880, in five-year periods, are given in the following table:—

Period.	Metropolis.		Remainder of the State.		New South Wales.	
	Average Number of Deaths.	Ratio per 1,000 Living.	Average Number of Deaths.	Ratio per 1,000 Living.	Average Number of Deaths.	Ratio per 1,000 Living.
1880-84	5,033	20·60	7,377	13·21	12,410	15·46
1885-89	6,181	19·47	8,323	12·18	14,504	14·49
1890-94	5,979	14·83	9,242	12·05	15,221	13·01
1895-99	5,634	12·30	9,882	11·86	15,516	12·01
1900-04	5,845	11·54	10,083	11·42	15,928	11·47
1905-09	5,979	10·53	9,680	10·21	15,659	10·33
1910-14	7,312	10·59	10,841	10·30	18,153	10·41
1915-19	8,727	10·89	11,805	10·49	20,532	10·66
1920	9,429	10·66	11,532	9·75	20,961	10·14
1921	8,693	9·52	11,341	9·50	20,034	9·51
1922	8,425	8·95	10,753	8·89	19,178	8·92
1923	9,390	9·69	11,661	9·53	21,051	9·60

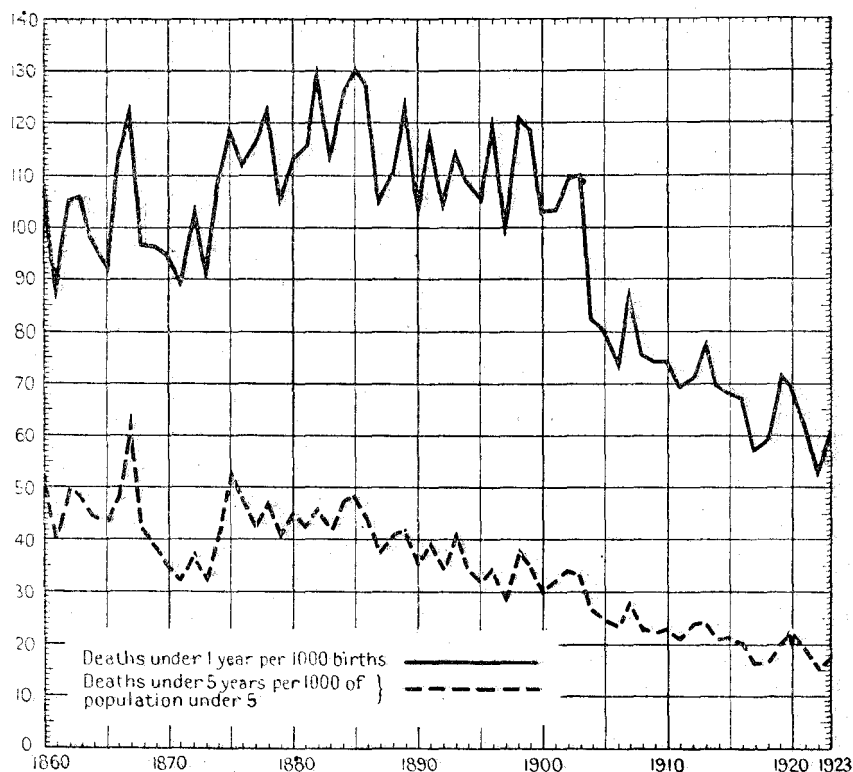
The death-rate has improved steadily both in the metropolis and in the remainder of the State, but notably so in the former, where it is now very little higher than in the latter, whereas thirty years ago it was 50 per cent. greater. The improvement dates from the quinquennium beginning with the year 1890, and is coincident with the installation of the modern system of sewerage and the enforcement of the provisions of the Dairies Super-

vision Act of 1886. The marked decline in the rates for each division and for the State as a whole is evident from the fact that the metropolitan rate for the period 1883-9 was 19.5 per 1,000, and for the year 1923 it was 9.7, or a difference of over 50 per cent.; for the same periods the rates for the remainder of the State were respectively 12.2 and 9.5, or a difference of over 20 per cent., and for the whole State, 14.5 and 9.6, or a difference of 34 per cent.

THE MORTALITY OF INFANTS.

A further and more sensitive comparison of the rates of mortality in the metropolis and in the remainder of the State may be obtained by considering the death-rates of infants.

INFANTILE MORTALITY, 1860-1923



Deaths of Children under 1 Year.

During the year 1923 the children who died before completing the first year of life numbered 3,302, equivalent to a rate of 61.0 per 1,000 births. This rate is 4 per cent. less than the average for the previous five years.

To the total in 1923 the metropolis contributed 1,405 deaths, or 63.9 per 1,000 births, and the remainder of the State 1,897, or 59.1 per 1,000 births.

The following table shows the average annual number of deaths of children under 1 year of age in the metropolis and in the remainder of the State, and the proportion per 1,000 births, in quinquennial periods since the year 1880:—

Period.	Metropolis.		Remainder of State.		New South Wales.	
	Deaths under 1.	Rate per 1,000 Births.	Deaths under 1.	Rate per 1,000 Births.	Deaths under 1.	Rate per 1,000 Births.
1880-84	1,707	174.0	1,956	94.9	3,663	120.4
1885-89	2,168	164.6	2,256	95.2	4,424	120.0
1890-94	1,908	138.8	2,471	95.8	4,379	110.7
1895-99	1,646	134.4	2,572	103.7	4,218	113.9
1900-04	1,416	111.2	2,399	96.9	3,815	101.7
1905-09	1,255	86.7	2,035	74.5	3,290	78.7
1910-14	1,437	75.2	2,211	71.1	3,648	72.7
1915-19	1,373	68.5	1,959	62.6	3,332	64.9
1920	1,658	74.2	2,112	66.8	3,770	69.8
1921	1,414	63.1	2,022	62.8	3,436	62.9
1922	1,279	57.9	1,701	51.4	2,980	54.0
1923	1,405	63.9	1,897	59.1	3,302	61.0

The remarkable improvement in the infantile mortality rate in the metropolis is due in a large degree to the measures adopted to combat preventable disease by more rigid health laws and by education. The Infectious Disease Supervision Act became law in 1881, and in 1896 the Public Health Act was passed, while in 1902 all Acts relating to Public Health were consolidated in the Public Health Act. A scheme for the preservation of infant health was formulated by the Sydney Municipal Council in 1902, and instructional pamphlets were circulated for the guidance of mothers in the care and feeding of young children. In the following year trained women inspectors were appointed to visit mothers in the populous parts of the city and in the surrounding suburbs.

During the year 1904 infantile mortality showed a marked improvement on the rates experienced for about thirty years. A reference to the principal causes of death during the years immediately prior to and after the year in question will show that in all causes in which care and knowledge could have effect a decrease was experienced. Thus the mortality from diarrhœa and enteritis dropped from 36.90 per 1,000 births in 1903 to 21.31 in 1904; tubercular diseases from 3.06 to 1.58; and congenital debility from 15.54 to 12.95.

Further efforts to reduce the rate of infantile mortality have been made through the establishment in Sydney and other large centres of baby clinics, and through the formation of such public bodies as the Royal Society for the Welfare of Mothers and Babies. Particulars of these institutions will be found in Part "Social Condition" of this Year Book.

The decline in infantile mortality has persisted, especially in diarrhœal diseases, as will be seen from the following table, which gives the mortality

rate per 1,000 births in each year since 1900 from diarrhœal diseases, and from all causes less those diseases:—

Year.	Deaths under 1 year of age per 1,000 Births.			Year.	Deaths under 1 year of age per 1,000 Births.		
	Diarrhœal Diseases.	All other Diseases.	All causes.		Diarrhœal Diseases.	All other Diseases.	All causes.
1900	29·37	73·90	103·27	1912	22·37	48·93	71·36
1901	27·46	76·28	103·74	1913	23·27	55·07	78·34
1902	33·09	76·65	109·74	1914	19·88	49·84	69·72
1903	36·90	73·45	110·35	1915	17·28	50·85	68·13
1904	21·31	61·11	82·42	1916	15·02	52·82	67·84
1905	18·76	61·79	80·55	1917	10·79	46·69	57·48
1906	21·39	53·14	74·53	1918	9·25	49·92	59·17
1907	21·23	67·41	88·64	1919	17·45	54·82	72·27
1908	21·89	53·90	75·79	1920	17·42	52·43	69·85
1909	21·86	52·42	74·28	1921	14·02	48·87	62·89
1910	20·54	54·07	74·61	1922	10·27	43·70	53·97
1911	16·82	52·67	69·49	1923	15·01	46·01	61·02

In 1923 diarrhœal diseases caused 24·59 per cent. of the deaths of infants under 1 year of age, whereas in 1903 the proportion was 33·4 per cent.

It is worthy of note that the experience of all the other States of the Commonwealth was similar to that of New South Wales, inasmuch as the reduction in infantile mortality rates which occurred in 1904 has been maintained through a large falling-off in the number of deaths from diarrhœal diseases.

The death-rate is higher for male infants than for females, the rates in 1923 being 67·8 and 53·9 per 1,000 births respectively. The rates for each sex are shown in the following table in quinquennial periods since 1880:—

Period.	Males.		Females.	
	Deaths under 1.	Rate per 1,000 Births.	Deaths under 1.	Rate per 1,000 Births.
1880-84	1,992	127·9	1,671	112·5
1885-89	2,405	127·2	2,019	112·3
1890-94	2,413	118·7	1,966	102·3
1895-99	2,304	121·4	1,914	105·9
1900-04	2,077	108·5	1,738	94·6
1905-09	1,832	85·6	1,458	71·5
1910-14	2,037	79·2	1,611	65·8
1915-19	1,892	71·9	1,440	57·6
1920	2,153	77·7	1,617	61·6
1921	1,942	69·4	1,494	56·1
1922	1,749	62·0	1,231	45·6
1923	1,881	67·8	1,421	53·9

The death-rate of female infants has improved more than the male rate, having declined from 112.5 per 1,000 births in 1880-4 to 53.9 in 1923, or by 52.1 per cent. while the male rate has decreased from 127.9 per 1,000 births to 67.8, or by 47.0 per cent.

During the period reviewed, the excess of the male infantile death rates fluctuated from 16.4 per 1,000 births in the quinquennium 1890-94 to a minimum of 13.3 in 1921. While the excess in 1923, 13.9—approached the minimum experienced in 1921, that in 1922 was equal to the maximum of 16.4 per 1,000 births.

Of the total number of deaths of infants under 1 year of age, about 40 per cent. occur within a week of birth; within the first month the proportion is about one-half, and within three months, two-thirds. Approximately, one child in every 42 born dies within a week of birth. The following statement shows for 1919-1923 the number of deaths and the proportion per 1,000 births during each of the first four weeks after birth, and then for each successive month. The experience in the metropolis is distinguished from that of the State, and the sexes are taken together.

Age at Death.	Metropolis.		State.	
	Average Annual Deaths.	Deaths per 1,000 Births.	Average Annual Deaths.	Deaths per 1,000 Births.
Under 1 week ...	507	23.5	1,260	23.6
1 week	81	3.8	199	3.7
2 weeks	51	2.4	125	2.4
3 „	43	2.0	100	1.9
Total under 1 month	682	31.7	1,684	31.6
1 month	119	5.5	276	5.2
2 months	99	4.6	211	4.0
3 „	96	4.5	192	3.6
4 „	81	3.8	171	3.2
5 „	70	3.2	151	2.8
6 „	63	2.9	147	2.8
7 „	51	2.3	122	2.3
8 „	45	2.1	109	2.0
9 „	48	2.3	116	2.2
10 „	46	2.1	103	1.9
11 „	48	2.3	117	2.2
Total under 1 year	1,448	67.3	3,399	63.8

In the first week of life the mortality is approximately six times as great as in the second, and generally more than ten times as great as in the third. In the second month the rate of mortality falls rapidly, and thereafter gradually. The rate of infantile mortality is higher in the metropolis than in the remainder of the State. In 1923 the rate per 1,000 births was 63.9 in the metropolis, and 59.1 in the remainder of the State. During the previous quinquennial period the metropolitan rate was 9.4 per cent. higher than that for the remainder of the State.

A further dissection of the experience in regard to infantile mortality since 1901, discloses the striking fact that, despite the marked decline in infantile mortality, deaths under 1 week steadily increased until 1919, when the rate was 23 per cent. higher than in the first year under review. Since 1919 there has been a decrease, but in 1923 the rate was still 11 per cent. above the rate of 1900. The following table shows at various ages in the

first twelve months the number of deaths per 1,000 births. In 1923 the rates of mortality for all children under 12 months decreased by 41 per cent. At ages over 1 week the mortality rate shows a decrease of 54 per cent.

Year.	Rate of Mortality per 1,000 Births.						
	Under 1 week.	1 week and under 1 month.	1 month and under 3 months.	Total under 3 months.	3 months and under 6.	6 months and under 12.	Total under 1 year.
1901	20.5	12.2	22.1	54.8	22.4	26.5	103.7
1902	21.3	12.3	22.2	55.8	24.8	29.1	109.7
1903	21.2	11.3	19.5	52.0	26.3	32.1	110.4
1904	21.8	9.7	14.9	46.4	15.8	20.2	82.4
1905	24.3	10.9	13.0	48.2	15.9	16.5	80.6
1906	21.8	9.0	11.8	42.6	14.3	17.6	74.5
1907	23.1	11.3	17.8	52.2	15.8	20.6	88.6
1908	21.5	9.5	11.9	42.9	15.9	17.0	75.8
1909	21.3	9.8	11.6	42.7	14.9	16.7	74.3
1910	21.1	9.2	13.4	43.7	14.3	16.6	74.6
1911	22.3	9.9	11.9	44.1	11.7	13.7	69.5
1912	21.5	8.4	10.6	40.5	13.1	17.7	71.3
1913	22.9	9.5	11.8	44.2	14.7	19.4	78.3
1914	23.5	8.8	10.1	42.4	11.6	15.7	69.7
1915	25.1	7.6	9.4	42.1	9.3	16.7	68.1
1916	23.5	8.3	10.3	42.1	10.0	15.7	67.8
1917	22.9	7.4	8.5	38.8	7.6	11.1	57.5
1918	25.1	7.8	8.0	40.9	7.9	10.4	59.2
1919	26.2	9.0	9.6	44.8	11.5	16.0	72.3
1920	23.9	8.4	10.8	43.1	11.5	15.2	69.8
1921	23.4	7.4	10.2	41.0	9.6	12.3	62.9
1922	22.2	7.6	7.5	37.3	6.7	10.0	54.0
1923	22.8	7.5	7.7	38.0	9.2	13.8	61.0

The following statement furnishes a comparison of the rates of infantile mortality in the Australian States, in New Zealand, and in various other countries. The rates indicate the deaths under 1 year per 1,000 births.

State.	Year.	Rate.	Country.	Year.	Rate.
New Zealand ...	1923	43.8	Norway ...	1921	63
South Australia ...	"	60.3	Sweden ...	"	65
Queensland ...	"	53.9	Irish Free State ...	1923	66
Commonwealth ...	"	60.5	Netherlands ...	1922	67
Victoria ...	"	65.7	Switzerland ...	"	68
New South Wales ...	"	61.0	United Kingdom ...	1923	70
Western Australia ...	"	56.0	*United States ...	1921	76
Tasmania ...	"	57.5	South Africa ...	1923	82
			Denmark ...	1921	77
			Canada ...	1922	87
			Finland ...	1921	95
			Belgium ...	"	115
			France ...	1922	124
			Germany ...	1921	134
			Prussia ...	"	134
			Spain ...	1922	142
			Japan ...	"	166
			Jamaica ...	"	177

* Registration Area.

Of the rates shown in the foregoing table, that for New Zealand is the lowest; but the rates for Australasia generally are greatly superior to those prevailing in most other countries for which records are available.

Deaths of Children under 5 years.

As among children under 1 year of age, so there has been a great improvement in the death-rate of children under 5 years of age.

The following table shows the mortality in each division, in periods of five years since 1890, of children under 5 years of age:—

Period.	Metropolis.		Remainder of State.		New South Wales.	
	Average Annual Deaths.	Rate per 1,000 Living.	Average Annual Deaths.	Rate per 1,000 Living.	Average Annual Deaths.	Rate per 1,000 Living.
1890-94	2,674	48·5	3,546	32·1	6,220	37·5
1895-99	2,206	40·8	3,487	31·0	5,693	34·2
1900-04	1,846	35·2	3,210	29·6	5,056	31·4
1905-09	1,612	27·6	2,723	23·4	4,335	24·8
1910-14	1,895	26·1	2,986	21·5	4,881	23·1
1915-19	1,905	21·5	2,771	17·8	4,676	19·1
1920	2,341	26·5	2,981	19·8	5,322	22·3
1921	1,886	21·0	2,790	18·5	4,676	19·5
1922	1,609	17·6	2,286	15·0	3,895	16·0
1923	1,930	20·2	2,514	16·1	4,444	17·7

At every period shown in the table the metropolitan rate was higher than that of the remainder of the State, being in some cases over 50, and never below 7 per cent. in excess until 1917, when the excess was only 1·5 per cent. But the improvement in the metropolis has been greater than in the remainder of the State, the rate having decreased since 1890 by 58 per cent. in the former, and in the latter by 50 per cent. Outside the metropolis the rate did not vary until 1904, when there was a marked decline, which has been continuous. The rate of mortality in 1923, compared with that of a quarter of a century ago, represents a saving of 28 lives in every 1,000 children under 5 years of age in the metropolis, and of 16 in the remainder of the State.

Causes of Infantile Mortality.

The mortality of infants in New South Wales has been exceptionally low since 1904 when compared with the experience of previous years. An upward movement in 1907, when the rate was higher than in any of the three preceding years, was followed by a decline in the following year, which continued until 1911. In 1912 there was a slight increase as compared with the year before, but the rate was considerably lower than the average for the preceding quinquennium, notwithstanding the fact that it was a period of low mortality. In 1913 the rate was 78·3, and the highest since 1907. From 1914 the rate steadily declined, but in 1919, on account of an epidemic of influenza, an increase was experienced, the rate being 72·3. The rate for 1922 was 54·0, the lowest yet experienced being 6 per cent. below the most favourable rate previously recorded, viz., 57·5, in 1917. The experience of 1923 was not so favourable, being 61·0 per 1,000 births.

Children are more susceptible to the attacks of disease in the earliest years of life than later, and 780 children out of every 10,000 born in New South Wales die before attaining the age of 5 years. Since the rate for preventable diseases are highest, there is no doubt that many children succumb through parental ignorance of the proper food or treatment required.

In the following statement the principal causes of death among children and the rates under 1 per 1,000 births and under 5 per 1,000 living are shown for the five years 1919-1923, in the metropolis and in the State:—

Cause of Death.	Deaths under 1 year.				Deaths 1 year and under 4.			
	Metropolis.		State.		Metropolis.		State.	
	Average Annual Number.	Per 1,000 Births.	Average Annual Number.	Per 1,000 Births.	Average Annual Number.	Per 1,000 Living.	Average Annual Number.	Per 1,000 Living.
Measles	6	·3	13	·2	28	·40	46	·24
Scarlet Fever .. .. .	..	..	..	..	2	·03	5	·02
Whooping-cough	43	2·0	110	2·1	34	·48	71	·37
Diphtheria and Croup	10	·5	20	·4	56	·79	147	·77
Influenza	13	·6	31	·6	24	·35	51	·27
Epidemic Cerebro-Spinal Meningitis.	2	·1	3	·1	2	·03	6	·03
Tuberculosis—Meninges	5	·2	10	·2	18	·26	26	·13
„ Abdominal.. .. .	..	..	2	·1	2	·03	5	·02
„ Other Organs	2	·1	5	·1	7	·10	12	·06
Syphilis	13	·6	20	·4	1	·01	2	·01
Meningitis	12	·6	31	·6	14	·20	28	·15
Convulsions	18	·8	71	1·3	7	·09	24	·12
Bronchitis	23	1·1	72	1·3	4	·06	21	·11
Broncho-pneumonia	84	3·9	189	3·5	53	·76	116	·61
Pneumonia	33	1·8	37	1·6	38	·55	82	·43
Diarrhoea and Enteritis	381	17·7	786	14·8	121	1·72	326	1·70
Congenital Malformations.. .. .	100	4·6	209	3·9	102	1·45	281	1·47
Infantile Debility	123	5·7	337	6·3				
Premature Birth	394	18·3	917	17·2				
All Others	181	8·4	486	9·1				
Total.. .. .	1,443	67·3	3,399	63·8	513	7·31	1,249	6·51

The high mortality of infants is largely due to the deaths of children who, either from immaturity or inherited debility, are born unfit for the struggle for existence. Of children under 1, the deaths from these causes were equal to 27·4 per 1,000 births, or 43 per cent. of the total deaths of children under 1. A table already given shows that the mortality during the first month of life is about half the total mortality during the whole of the first year, about 70 per cent. of this half proportion of the total mortality of the year is due to deaths from congenital causes.

Among children under 1 year, diarrhoea and enteritis were responsible for 14·8 deaths per 1,000 births, and infectious diseases for 3·4, of which whooping-cough caused 2·1. Respiratory diseases are especially fatal to children; bronchitis caused 1·3, broncho-pneumonia 3·5, and pneumonia 1·6 deaths per 1,000 births. The death-rate from convulsions was 1·3, from tuberculous diseases 0·4, and meningitis (not tuberculous) 0·7 per 1,000 births.

The principal causes of death among children under 5 years of age are the same as among children under 1, namely, diarrhœa and enteritis, premature birth, infantile debility, broncho-pneumonia, influenza, malformations, pneumonia, convulsions, whooping-cough, diphtheria, bronchitis, meningitis, tuberculosis, syphilis, measles, and scarlet fever.

A comparison has been made of the causes of death of infants in the different divisions of the State. The variation shown in the mortality-rate is from 48·4 in the Northern Tableland to 101·0 in the Western Division. The following table shows the number of deaths of infants under 1 year of age from principal diseases per 1,000 births in the principal divisions of the State, based on the experience of the five years 1919-23.

Cause of Death.	Metropolis.	Balance of Cumberland.	North Coast.	Hunter and Manning.	South Coast.	Northern Tableland.	Central Tableland.	Southern Tableland.	North-Western Slope.	Central-Western Slope.	South-Western Slope.	North-Central Plain.	Central Plain.	Riverina.	Western Division.	Total Country.	Whole State.
Epidemic Diseases ..	3·8	3·8	2·0	3·3	3·3	3·5	4·2	5·2	3·7	3·1	3·9	2·7	1·5	3·0	6·4	3·5	3·6
Tubercular Diseases ..	3	2	4	2	2	5	5	2	3	1	2	5	4	6	5	3	3
Venereal Diseases ..	6	3	3	4	1	5	4	0	1	..	1	3	..	2	5	3	4
Meningitis ..	5	2	5	7	7	1	5	0	6	6	1	1	9	7	2	6	6
Convulsions ..	8	1	1	1	5	2	3	0	1	8	2	1	9	8	2	6	1
Bronchitis ..	1	1	2	6	1	3	1	4	2	0	2	1	5	1	2	1	5
Pneumonia and Pleurisy	5	8	4	9	4	6	3	7	4	4	6	5	1	3	7	4	3
Gastritis and Diarrhœa	13	0	10	6	8	17	1	9	9	2	15	7	10	4	11	10	4
Hernia ..	6	4	4	4	6	4	4	9	1	5	7	3	1	1	6	1	2
Congenital Malformations	4	6	8	2	3	9	2	9	3	1	4	5	2	3	5	3	4
Congenital Debility and Prematurity ..	24	0	21	0	19	9	25	1	24	2	17	3	26	0	27	9	25
Other Developmental Diseases ..	4	6	4	0	6	5	9	4	4	5	2	7	8	4	4	5	9
Accident ..	5	4	6	6	6	5	4	4	8	1	1	5	7	8	4	7	1
All other Diseases ..	2	1	5	2	4	1	9	2	0	2	8	2	6	1	3	2	9
Total ..	67·3	52·2	50·4	65·3	57·7	49·4	71·1	74·1	62·0	60·4	54·1	59·9	70·0	56·7	102·2	61·4	63·8

Medical opinion is that a favourable summer rainfall reduces the liability to infantile diarrhœa, that premature birth and congenital debility are more prevalent in industrial districts than elsewhere, and that rural districts are most favourable to the rearing of children.

These opinions are borne out in a general way by the experience in New South Wales, although the wide range of geographical conditions and the variableness of the seasons intrude irregular factors affecting infantile mortality. The highest rate is that of the Western Division, where the greater part of the population lives in the mining district of Broken Hill and the remainder is scattered over extensive plains which receive a low rainfall. The most favourable rates are those of the Northern Tableland and the North Coast, where the population is engaged largely in rural pursuits, and the rainfall is copious, especially during the summer. The rates of infantile mortality in the North Coast division present a striking contrast with those of the other coastal divisions, where large industrial and mining centres exist, and the rainfall is less favourable in the summer. The rate for the Southern Tableland appears exceptional, being due to abnormal mortality from epidemic diseases, bronchitis, congenital debility, and prematurity.

Deaths of Illegitimate Children.

During the first year of life the death rate of illegitimate children is nearly twice as great as that for legitimates, partly owing to premature birth, infantile debility and inherited diseases, but to an equally great extent to causes arising from neglect.

How these combined causes operate to produce a comparatively high death rate among illegitimate children is shown in the following tables which relate to the year 1923 :—

Age at Death.	Deaths per 1,000 Births.			
	Legitimate.	Illegitimate.		Total.
		Rate.	Per cent. of Legitimate Rate.	
Under 1 week	22·3	32·2	144	22·8
1 week	3·3	5·9	179	3·5
2 weeks... ..	2·0	4·1	205	2·1
3 „	1·9	3·0	158	1·9
Total under 1 month ...	29·5	45·2	153	30·3
1 month	4·2	6·7	160	4·3
2 months	3·0	11·9	397	3·4
3 „	3·3	8·2	248	3·5
4 „	2·7	7·8	289	3·0
5 „	2·5	5·9	236	2·7
6 „	2·7	4·8	178	2·8
7 „	2·2	4·1	186	2·3
8 „	2·0	3·3	165	2·1
9 „	2·2	4·4	200	2·3
10 „	2·0	3·7	185	2·1
11 „	2·2	3·0	136	2·2
Total under 1 year ...	58·5	109·0	186	61·0

The largest proportional excess is not immediately after birth, but between two and three months later. Taking the experience of 1923 as a guide the mortality of illegitimate children exceeds that of legitimates by 44 per cent. during the first week of life. In the first month the excess is 53 per cent., in the second 60 per cent. and in the third 297 per cent., while an average

of the rates experienced from the fourth to the tenth month shows the difference to be nearly 120 per cent. At the tenth month the excess drops quickly, and after the first year of life it practically disappears.

The following table shows the causes of death of illegitimate as compared with those of legitimate children. The figures represent the number of deaths of children under 1 year of age per 1,000 births in New South Wales during the year 1923:—

Cause of Death.	Deaths under 1 per 1,000 Births.		
	Legitimate.	Illegitimate.	Total.
Measles	·35	·37	·35
Scarlet Fever ... ..	...	...	...
Whooping-cough	·80	1·48	·83
Diphtheria and Croup	·35	1·11	·39
Influenza	·52	1·11	·55
Epidemic Cerebro-Spinal Meningitis.	·10	...	·09
Tuberculosis—Meninges	·17	...	·17
„ Abdominal	·02	·37	·04
„ Other Organs	·06	...	·06
Syphilis	·23	·74	·26
Meningitis	·62	1·48	·66
Convulsions	·93	3·71	1·07
Bronchitis	1·26	2·59	1·33
Broncho-pneumonia	3·58	5·19	3·66
Pneumonia	1·93	2·59	1·96
Diarrhoea and Enteritis	13·99	34·47	15·01
Congenital Malformations	4·01	3·34	3·97
„ Debility	5·43	11·12	5·71
Premature Birth	16·32	28·91	16·95
All Others	7·84	10·38	7·96
Total	58·51	108·96	61·02

Diseases due to the condition of parents may be considered to include premature birth, infantile debility, congenital malformation, and syphilis. In the case of legitimate children these caused 25·99 deaths per 1,000 births, while in the case of illegitimate children the rate was 44·11. The respective rates of death from other diseases considered preventable by the exercise of proper care were diarrhoea and enteritis, 13·99, as compared with 34·47; respiratory diseases, 6·77, as compared with 10·37; and epidemic diseases 2·12, as compared with 4·07.

CAUSES OF DEATH.

The system of classification adopted in this most important section of vital statistics is in accordance with the International List of Causes of Death, based on the third decennial revision by the International Commission at Paris in 1920.

In the following table will be found particulars of the number of deaths due to the principal causes during the year 1923 and the previous quinquennium, due allowance having been made for the increase in population:—

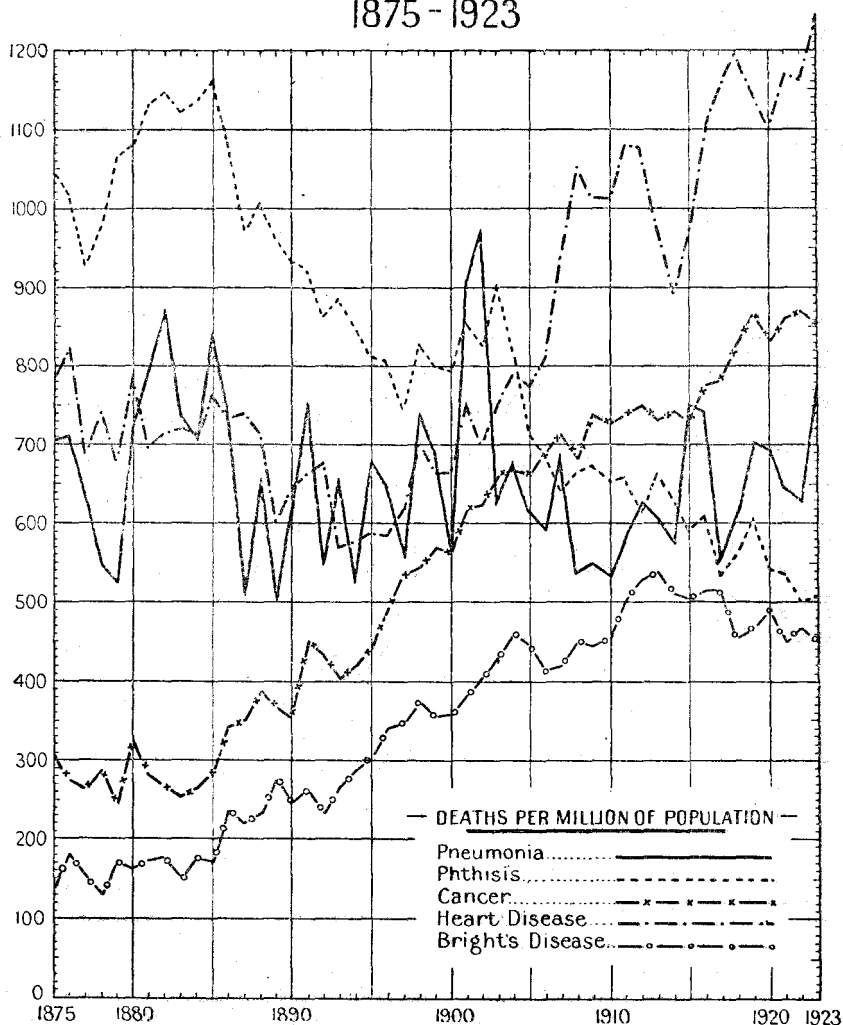
Causes of Death.	Number, 1923.	Average Number, 1918-22.	Increase (+) or Decrease (-) in 1923.	Causes of Death.	Number, 1923.	Average Number, 1918-22.	Increase (+) or Decrease (-) in 1923.
			per cent.				per cent.
Typhoid Fever ...	104	130	- 20	Other Diseases of the Circulatory System ...	102	156	- 35
Measles ...	138	70	+ 97	Bronchitis ...	448	584	- 23
Scarlet Fever ...	13	16	- 19	Pneumonia ...	1,701	1,441	+ 18
Whooping-cough ...	86	211	- 59	Other Diseases of the Respiratory System ...	280	290	- 3
Diphtheria ...	176	246	- 28	Diseases of the Stomach ...	127	161	- 21
Influenza ...	511	*1,630	- 69	Diarrhoea and Enteritis (under 2 years) ...	1,028	1,011	+ 2
Plague ...	1	2	- 50	Diarrhoea and Enteritis (2 years and over) ...	221	378	- 42
Erysipelas ...	33	29	+ 14	Appendicitis ...	197	170	+ 16
Infantile Paralysis ...	8	12	- 33	Hernia, Intestinal Obstruction ...	207	211	- 2
Lethargic Encephalitis ...	28	23	+ 22	Cirrhosis of the Liver ...	80	129	- 38
Epidemic Cerebro-spinal Meningitis ...	22	40	- 45	Other Diseases of the Digestive System ...	303	269	+ 13
Other Epidemic Diseases ...	53	40	+ 33	Bright's Disease, Acute and Chronic ...	985	1,003	- 2
Phthisis ...	1,114	1,203	- 7	Other Genito-Urinary Diseases ...	344	344	...
Tuberculous Meningitis ...	52	70	- 26	Puerperal Septicæmia ...	74	96	- 23
Other Tuberculous Diseases ...	78	100	- 22	Other Puerperal Diseases ...	209	208	+ 5
Cancer ...	1,879	1,870	+ 5	Malformations ...	227	239	- 5
Diabetes ...	298	247	+ 21	Congenital Debility ...	310	373	- 17
Leucæmia, Anæmia, Chlorosis ...	225	205	+ 10	Prematurity ...	917	972	- 6
Other General Diseases ...	451	439	+ 3	Other Developmental Diseases ...	251	282	- 11
Meningitis ...	150	134	+ 12	Senility ...	1,214	1,234	- 2
Cerebral Hæmorrhage ...	669	704	- 5	Suicide ...	212	239	- 11
Insanity ...	148	171	- 13	Accident ...	949	994	- 5
Convulsions of Infants ...	78	111	- 30	All other Causes ...	456	493	- 8
Other Diseases of the Nervous System ...	575	537	+ 7	Total ...	21,051	22,494	- 6
Diseases of the Heart ...	2,729	2,536	+ 8				
Diseases of the Arteries, Ath- eroma, etc ...	590	441	+ 34				

* If the year 1919 were omitted from the average, the increase would be 54 per cent.

The number of deaths in 1923 was 1,443, or 6·4 per cent. less than the average of the previous five years. But among the more important causes of death, diabetes, meningitis, certain epidemic diseases, pneumonia, appendicitis, diseases of the digestive system and of the arteries showed marked increases, and cancer, meningitis, diarrhoea, general diseases and diseases of the heart slight increases. Practically all other causes were below the average. Generally speaking, deaths from influenza, cancer, heart disease, and Bright's disease are increasing, whilst those from typhoid, scarlet fever, diphtheria, tuberculosis, bronchitis, and diarrhoea and enteritis are decreasing.

Statistics of the occurrence of communicable diseases among school children since 1913 show that epidemics of such diseases as measles, whooping-cough, scarlet fever, and diphtheria are of periodical recurrence, and, from time to time, assume large proportions. Although approximately 80 per cent. of the deaths from these diseases are among children under school age, it is observed that the rate of mortality from these diseases rises and falls with the recurrence of epidemics among school children. Statistics of the occurrence of infectious diseases among school children are now collected quarterly, with the object of facilitating steps towards preventive and remedial measures.

DEATH RATES - PRINCIPAL DISEASES 1875 - 1923



Typhoid Fever.

The number of deaths from typhoid fever during the year 1923 was 104, equivalent to 0.47 per 10,000 living. The number was 20 per cent. less

than the average for the preceding five years. This is essentially a preventable disease, and does not obtain a foothold where a proper system of sanitation has been installed and ordinary health precautions have been taken; a great improvement has been attained during the past three decades.

The number of deaths from typhoid fever, and the equivalent rates per 10,000 of population since 1884, are stated below.

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	1,356	5.12	1,115	5.13	2,471	5.13
1889-93	959	3.11	714	2.74	1,673	2.94
1894-98	1,107	3.27	731	2.46	1,838	2.89
1899-1903	1,054	2.93	733	2.25	1,787	2.61
1904-08	748	1.93	507	1.42	1,255	1.69
1909-13	773	1.75	464	1.15	1,237	1.47
1914-18	569	1.17	330	0.71	899	0.95
1919	76	0.75	53	0.54	129	0.64
1920	81	0.77	51	0.50	132	0.64
1921	76	0.71	53	0.51	129	0.61
1922	63	0.58	37	0.35	100	0.47
1923	57	0.51	47	0.44	104	0.47

The decrease after 1888 was very marked, and may be traced to the operation of the Dairies Supervision Act, which became law in 1889. The rates show a further improvement as from 1903, and have dropped regularly until that for 1923 was only 9.2 per cent. of the rate for the period 1884-88. The rate is considerably higher than that experienced in England and Wales, where during 1922 only 12 persons died per million living.

Owing to a superior system of sewage, and to the greater attention given to sanitary inspection and garbage disposal, the rate of mortality from typhoid fever in the metropolis has almost invariably been lower than that of the remainder of the State, though it was higher during 1919, and only slightly lower in 1922.

Period.	Metropolis.		Remainder of State.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1894-98	507	2.26	1,331	3.24
1899-1903	426	1.72	1,361	3.12
1904-08	334	1.21	921	1.97
1909-13	363	1.10	874	1.70
1914-18	319	0.81	580	1.04
1919	61	0.72	68	0.59
1920	48	0.54	84	0.71
1921	49	0.54	80	0.67
1922	43	0.46	57	0.47
1923	32	0.33	72	0.59

Most deaths from this cause occur during the summer and autumn. In 1923 there were 31 deaths during the summer months of December, January, and February, and 41 during the autumn months of March, April, and May.

Smallpox.

During the last ten years there have been only 4 deaths from smallpox in New South Wales, the last being in the year 1915.

Vaccination is not compulsory in this State, and the precaution is rarely adopted unless an epidemic threatens.

During the year 1913 about 425,000 persons voluntarily submitted themselves to vaccination.

Measles.

During the year 1923 the deaths due to measles amounted to 3, a number equal to a rate of 0·63 per 10,000 living. The rate for males was 0·72 and for females 0·53. The following statement shows the deaths from this cause, and the rate per 10,000 living, for each sex, arranged in quinquennial periods since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	166	0·63	165	0·76	331	0·69
1889-93	393	1·28	369	1·41	762	1·34
1894-98	338	1·00	324	1·09	662	1·04
1899-1903	160	0·44	219	0·67	379	0·55
1904-08	82	0·21	107	0·30	189	0·25
1909-13	309	0·70	267	0·66	576	0·68
1914-18	301	0·62	221	0·48	522	0·55
1919	4	0·04	4	0·04	8	0·04
1920	95	0·90	94	0·93	189	0·91
1921	21	0·20	18	0·17	39	0·19
1922	6	0·05	10	0·09	16	0·07
1923	81	0·72	57	0·53	138	0·63

The rate in 1923 shows an increase of 97 per cent. as compared with that of the preceding quinquennium. The high rates during the second and third quinquennial periods were due to severe outbreaks in 1893 and 1898.

Measles is a disease chiefly affecting children, and is periodically epidemic. It was epidemic in 1898-9, when 719 deaths were recorded; in 1912, when there were 371 fatal cases; and in 1915, when there were 324. Of the number first cited, 233 were deaths of children under 5 years of age, and 54 were those of children under 1 year of age. During the year 1923 deaths from measles of children under 1 year of age numbered 19, and 94 of children under 5 years of age.

According to returns obtained by the Department of Education, there were further epidemics of measles among school children in 1918, 1920, and 1923, and although these epidemics (particularly that of 1923) were more widespread than the outbreak of 1915, the mortality recorded was very much less.

Scarlet Fever.

In 1923 the number of deaths from this disease was 13, equivalent to a rate of 0·06 per 1,000 of the population. The number of deaths in the metropolis was 8, and in the remainder of the State 5—showing respectively rates of 0·08 and 0·04 per 10,000. The rate for 1923 of deaths from this

cause was 19 per cent. below the rate for the preceding quinquennium. Since 1884 the deaths from scarlet fever and the rates for each sex have been as follow:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	287	1·08	342	1·57	629	1·30
1889-93	185	0·60	236	0·90	421	0·74
1894-98	162	0·48	218	0·73	380	0·60
1899-1903	84	0·23	114	0·35	198	0·29
1904-08	88	0·23	91	0·26	179	0·24
1909-13	41	0·09	57	0·14	98	0·12
1914-18	112	0·23	161	0·35	273	0·29
1919	7	0·07	10	0·10	17	0·08
1920	14	0·13	10	0·10	24	0·12
1921	3	0·03	5	0·05	8	0·04
1922	5	0·05	5	0·05	10	0·05
1923	5	0·04	8	0·07	13	0·06

Like measles, scarlet fever is an epidemic disease which mainly affects children, the rate generally being somewhat higher for females than for males. During 1923, 6 of the 13 deaths were of children under 10 years of age, and all of these were males. Though not nearly so fatal as formerly, its sporadic recrudescence demands constant vigilance on the part of the authorities responsible for the health of the State. The death-rate from this cause of mortality has fluctuated since the year 1884, when it was very heavy, the rate per 10,000 inhabitants having ranged from 2·59 in that year to 0·04 in 1921.

During the past eight years scarlet fever was epidemic among school children only in 1915 and 1916, in which years 205 deaths were recorded in the State from this disease.

Whooping-cough.

Whooping-cough is another disease which mainly affects children, and to which, like scarlet fever, females are more susceptible than males. During the year 1923 the deaths from this cause numbered 86. The deaths included 44 males and 42 females. Of the total number, 45 were infants under 1 year, and of the remainder all but 7 were under 5 years of age. The rate was 0·39 per 10,000 living, or 59 per cent. below the average of the preceding quinquennium. The deaths and rates for each sex since 1884 are shown below.

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	327	1·24	472	2·17	799	1·66
1889-93	495	1·61	666	2·55	1,161	2·04
1894-98	343	1·01	502	1·69	845	1·33
1899-1903	573	1·59	726	2·23	1,299	1·90
1904-08	369	0·95	445	1·25	814	1·10
1909-13	377	0·86	436	1·09	813	0·97
1914-18	335	0·69	382	0·82	717	0·75
1919	60	0·59	73	0·74	133	0·66
1920	167	1·58	202	2·00	369	1·78
1921	126	1·17	131	1·27	257	1·22
1922	43	0·39	49	0·46	92	0·43
1923	44	0·39	42	0·39	86	0·39

Whooping-cough may justly be regarded as a permanent menace and a constantly recurring ailment of infancy and childhood, for the table shows that periods of decline have generally been followed by increases in the death-rate, which is maintained by epidemic outbreaks, one such occurring in 1907, when 594 cases proved fatal, and the death-rate was the highest since 1878. An examination of the table on page 146 showing the seasonal prevalence of diseases indicates that whooping-cough is most fatal during the four months October to January.

Epidemics of whooping-cough among school children are only second in magnitude to those of measles. The records show that, during the past ten years, this disease has affected large numbers of school children every year and that virulent epidemics occurred in 1913, 1920, and 1921. The total numbers of deaths from whooping-cough in these years was 344, 369, and 257 respectively.

Diphtheria and Croup.

Diphtheria and croup, under which heading membranous laryngitis is included, caused 176 deaths in 1923. The rate was 0·80 per 10,000 living, or 28 per cent. below the rate for the preceding quinquennium. Deaths from these diseases in the Metropolitan area numbered 80, and those in the remainder of the State 96, the respective corresponding rates per 10,000 living in each division being 0·83 and 0·78. The following table shows the number of deaths and the rates in quinquennial periods since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	1,069	4·04	980	4·51	2,049	4·25
1889-93	1,433	4·65	1,399	5·36	2,832	4·98
1894-98	712	2·10	710	2·39	1,422	2·24
1899-1903	310	0·86	299	0·92	609	0·89
1904-08	367	0·95	338	0·95	705	0·95
1909-13	604	1·37	640	1·59	1,244	1·48
1914-18	659	1·36	682	1·47	1,341	1·41
1919	66	0·65	69	0·70	135	0·67
1920	138	1·31	126	1·25	264	1·28
1921	157	1·46	149	1·44	306	1·45
1922	111	1·01	100	0·95	211	0·98
1923	111	0·99	65	0·61	176	0·80

During the past forty years the rate of mortality from these diseases has decreased very considerably. Mortality from diphtheria was heaviest during two lengthy periods, viz., from 1881 to 1898, and omitting the year 1919, from 1909 to 1921, although the rate was much lower in the latter period than in the former. During the past nine years diphtheria was most prevalent among school children in 1913 and 1921, but considerable numbers of cases were recorded in other years, the numbers fluctuating from year to year in close sympathy with those of whooping-cough.

The experience of the decennial period 1914-1923 shows the disease to be most fatal during the five months of March to July. Ninety-seven per cent. of the persons who died from diphtheria during 1923 were under 10, and about 86 per cent. were under 5 years of age.

Influenza.

During 1923 there were 511 deaths due to influenza. Prior to 1891 the average annual number of deaths was 44, but during that year 988 deaths occurred. From 1892 to 1917 the average number of deaths was 198, but in 1918 a mild outbreak resulted in 372 deaths. This was completely overshadowed by the disastrous epidemic of 1919, when 6,387 persons died from the disease, and an examination of the experience of that year will be found in the 1920 issue of this Year Book.

In the following table the deaths at each outbreak are shown together with those in the intervening periods:—

Period.	Deaths.			Annual Rate per 10,000.
	Male.	Female.	Total.	
1875-1890	388	322	710	0.53
1891	549	439	988	8.65
1892-1917	2,799	2,397	5,196	1.27
1918	218	154	372	1.91
1919	3,851	2,536	6,387	31.93
1920	132	127	259	1.25
1921	204	195	399	1.89
1922	124	98	222	1.03
1923	268	243	511	2.33

Prior to 1919 influenza was essentially a disease fatal to young children and aged persons, but in the severe world-wide epidemic of that year the disease was most fatal to persons in the prime of life (25 to 44 years). Comparing the deaths in 1921 and 1923 with those of 1918 and 1919 in age groups representing approximately the different stages of life, it will be seen that the character of the disease is reverting to the type experienced prior to 1919.

Age Group.	Deaths per cent. of Total.			
	1918.	1919.	1921.	1923.
Under 10	13	6	11	10
10-24	8	12	6	8
25-44	15	53	27	17
45-64	17	22	27	29
65 and over	47	7	29	36
Total	100	100	100	100

Tuberculous Diseases.

Of the total deaths in New South Wales during 1923 the number ascribed to the several classified forms of tuberculous diseases was 1,244, or 5.91 per cent. of the actual mortality for the State, and equal to 5.67 per 10,000 living—a rate of 9 per cent. below the average for the preceding quinquennium.

Tuberculosis of the Lungs.

Tuberculosis of the lungs, or phthisis, was the cause of 1,114 deaths, or 89.5 per cent. of the number due to tuberculosis during the year 1923, being fourth in the order of the fatal diseases of the State. The mortality rate per 10,000 living was 5.08, the male rate being 5.90, and the female rate 4.24.

The following table shows the deaths from tuberculosis of the lungs and the rates for each sex since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	3,132	11.83	2,022	9.30	5,154	10.69
1889-93	3,269	10.61	1,925	7.38	5,194	9.13
1894-98	3,191	9.43	1,983	6.63	5,174	8.15
1899-1903	3,322	9.24	2,304	7.08	5,626	8.21
1904-08	2,985	7.72	2,184	6.13	5,169	6.96
1909-13	3,220	7.31	2,286	5.69	5,506	6.54
1914-18	3,373	6.95	2,194	4.72	5,567	5.86
1919	744	7.33	472	4.79	1,216	6.08
1920	700	6.62	418	4.13	1,118	5.40
1921	703	6.54	426	4.12	1,129	5.35
1922	678	6.19	402	3.81	1,080	5.02
1923	659	5.90	453	4.24	1,114	5.08

The general rate has decreased by 52 per cent. in the period under review, that for males by 50 per cent., and for females by 54 per cent. The female rate ranges from 62 per cent. of the male rate in the year 1922 to 79 per cent. during the periods 1904-08 and 1884-88.

The improvement in the death-rate is due to many factors, such as the regulation of immigration, conditions of employment, &c., and the enforcement of the various Health Acts, but principally to the adoption of improved methods of medical treatment.

The following table shows the deaths and the mortality-rates of phthisis in the Metropolis and the remainder of the State. In the quinquennial period 1894-98 the rate for the former was 47 per cent. higher than that for the latter division; since that period the extra-metropolitan rate fluctuated but little until 1920, when the rate dropped about 13 per cent. The higher rate for the remainder of the State during recent years is due largely to the transfer of phthisis patients from the metropolis to institutions situated in the country.

Period.	Metropolis.		Remainder of State.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1894-98	2,302	10·26	2,872	6·99
1899-1903	2,490	10·03	3,136	7·18
1904-08	2,184	7·89	2,985	6·40
1909-1913	2,171	6·60	3,335	6·49
1914-18	2,006	5·11	3,561	6·38
1919	467	5·52	749	6·49
1920	453	5·12	665	5·62
1921	449	4·91	680	5·69
1922	429	4·56	651	5·38
1923	431	4·45	683	5·58

Pulmonary tuberculosis is a notifiable disease within the Metropolis, in the area controlled by the Hunter District Water Supply and Sewerage Board, and in the Katoomba Municipality and Blue Mountains Shire.

A comparison of death-rates from phthisis in the Australian States and New Zealand is given below. The rates are stated per 1,000 of the total population, and do not take account either of age or sex, which are material factors.

State.	Death-rate per 1,000 of Total Population.					
	1910-14.	1915-19.	1920.	1921.	1922.	1923.
Queensland ...	0·52	0·51	0·47	0·44	0·39	0·44
New Zealand ...	0·57	0·54	0·59	0·52	0·50	0·49
New South Wales ...	0·65	0·58	0·54	0·54	0·50	0·51
Commonwealth ...	0·68	0·62	0·58	0·59	0·53	0·56
South Australia ...	0·74	0·75	0·68	0·67	0·64	0·62
Western Australia ...	0·71	0·77	0·78	0·78	0·74	0·62
Tasmania ...	0·61	0·53	0·48	0·61	0·48	0·63
Victoria ...	0·78	0·67	0·66	0·67	0·58	0·64

New South Wales is more fortunate than most of the States of the Commonwealth.

The table below shows the death-rates from phthisis according to age and sex in decennial periods since 1891.

Age Group. Years.	Deaths per 10,000 living—Tuberculosis of Lungs.								
	Males.			Females.			Persons.		
	1891- 1900.	1901- 1910.	1911- 1920.	1891- 1900.	1901- 1910.	1911- 1920.	1891- 1900.	1901- 1910.	1911- 1920.
0-4 ..	1·06	1·17	·68	·97	·97	·62	1·01	1·07	·66
5-9 ..	·34	·31	·18	·57	·39	·25	·45	·35	·21
10-14 ..	·54	·52	·28	1·08	1·07	·59	·81	·79	·43
15-19 ..	3·57	2·86	2·24	4·71	5·30	3·25	4·14	4·07	2·75
20-24 ..	10·69	7·97	6·67	9·64	8·94	6·88	10·17	8·45	6·78
25-34 ..	15·68	11·35	9·85	13·75	11·16	8·61	14·81	11·26	9·23
35-44 ..	18·28	14·79	12·08	13·39	11·90	7·70	16·22	13·48	10·00
45-54 ..	19·04	16·56	14·34	10·84	9·76	6·94	15·67	13·63	10·97
55-64 ..	21·98	17·44	14·75	11·17	10·15	6·71	17·60	14·28	11·21
65-74 ..	17·09	17·02	13·00	7·62	9·07	6·85	12·97	13·59	10·21
75 and over ..	4·67	7·45	6·19	2·44	4·64	4·01	3·73	6·19	5·16
All ages..	9·63	8·06	7·00	6·77	6·43	4·81	8·30	7·31	5·94

The rates of mortality for 1921, previously published in this table, have been omitted for the reasons stated on page 115.

The decrease shown in female rates is slightly greater than in male rates. The rates according to age, however, show a remarkable difference when the sexes are compared. For males the rates increase steadily until age 60 is approached, after which a rapid decrease is shown.

For females the rates reach their highest point in the age group 25-34, but do not decline in after life in any marked degree.

The resultant rates for the whole population, while negligible under the age of 15 years, increase from that age to 25 years, and then remain practically constant until 75 is reached, after which age the rate drops quickly.

Other Tuberculous Diseases.

Of the 1,244 deaths during 1923 from tuberculosis, only 130 were from tuberculosis of organs other than the lungs. Of the latter 38, equivalent to 29 per cent., were of children under 5 years of age. Taking the age group 0-4 years, and all ages, the following table shows the distinct improvement in the death-rates since the decennium 1891-1900:—

Period.	Deaths per 10,000—Tuberculosis other than of Lungs.					
	Ages 0 to 4 Years.			All Ages.		
	Males.	Females.	Total.	Males.	Females.	Total.
1891-1900	15·93	13·41	14·69	2·76	2·62	2·69
1901-1910	7·11	5·98	6·55	1·70	1·51	1·61
1911-1920	3·13	2·96	3·06	1·00	·86	·93
1921	2·29	1·96	2·16	·83	·58	·71
1922	1·36	2·39	1·87	·72	·57	·65
1923	1·72	1·29	1·51	·67	·51	·59

Cancer.

In 1923 the deaths from cancer numbered 1,879, equal to a rate of 8·57 per 10,000 living, and 0·5 per cent. above the average of the quinquennial period preceding. The total included 979 males and 900 females, the rates being 8·76 and 8·38 per 10,000 living of each sex respectively.

Classified according to the parts of the body affected and arranged in order of fatality, cancer caused the following deaths:—Stomach and liver, 688; peritoneum, intestines, and rectum, 301; female genital organs, 184; breast, 145; buccal cavity, 141; skin, 57; and other organs, 363.

The following table shows the deaths and rates per 10,000 living of each sex since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	859	3·25	732	3·37	1,591	3·30
1889-93	1,262	4·10	1,038	3·98	2,300	4·04
1894-98	1,719	5·09	1,387	4·68	3,106	4·89
1899-1903	2,295	6·38	1,877	5·77	4,172	6·09
1904-08	2,671	6·91	2,418	6·78	5,089	6·85
1909-13	3,362	7·63	2,860	7·12	6,222	7·39
1914-18	3,886	8·00	3,458	7·44	7,344	7·73
1919	936	9·22	798	8·10	1,734	8·67
1920	922	8·72	807	7·98	1,729	8·36
1921	939	8·74	878	8·50	1,817	8·62
1922	962	8·78	909	8·62	1,871	8·70
1923	979	8·76	900	8·38	1,879	8·57

In New South Wales the male rate is usually the higher, which is contrary to the experience of England and Wales, where the female rate is usually the higher. In England and Wales, also, the combined rate is usually much higher, and is increasing more rapidly than in New South Wales.

The ages of the 1,879 persons who died from cancer during 1923 ranged from 1 to 95 years, but the disease is essentially one of advanced age, 96 per cent. of the persons who died from cancer in 1923 being 35 years and over.

In the following table are shown the death-rates for each sex in age groups above 25 years, in decennial periods since 1891:—

Age Group. Years.	Deaths per 10,000 Living—Cancer.								
	Males.			Females.			Persons.		
	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.
25-34	·94	·85	1·09	1·24	1·37	1·47	1·07	1·12	1·28
35-44	3·63	3·93	3·52	6·79	7·16	6·34	4·96	5·39	4·86
45-54	12·13	12·53	13·55	17·93	19·21	17·35	14·52	15·41	15·28
55-64	30·36	34·96	35·43	33·20	36·54	33·50	31·52	35·65	34·59
65-74	51·32	72·00	69·19	43·00	62·06	59·07	47·18	67·71	64·60
75 and over ..	63·78	86·36	105·94	62·95	79·98	93·55	63·43	83·49	100·08
All Ages	4·99	6·90	8·06	4·77	6·62	7·37	4·88	6·77	7·72

The rates previously published for 1921 have now been omitted from this table for the reasons stated on page 115.

Prior to the 1911-20 decennium the female rates were consistently higher than the male up to and including the age group 55-64 years, after which the position was reversed. After 1910 the female rate was lower than the male in age groups 55-64.

Cancer is probably the most feared of all diseases, inasmuch as no specific remedy is known, and in all countries for which records are kept the death-rate is increasing.

In the following table the rates, based on the whole population, are given for the Australian States and New Zealand. The comparison is uncorrected for age-incidence, and is therefore somewhat crude.

State.	Death-rate per 1,000 of Total Population.					
	1910-14.	1915-19.	1920.	1921.	1922.	1923.
Western Australia ...	0.56	0.72	0.81	0.83	0.89	0.76
Tasmania ...	0.70	0.78	0.70	0.83	0.87	0.77
Queensland ...	0.64	0.73	0.80	0.79	0.86	0.83
New South Wales ...	0.74	0.80	0.84	0.86	0.87	0.86
New Zealand...	0.79	0.85	0.87	0.85	0.85	0.88
Commonwealth ...	0.74	0.81	0.85	0.87	0.91	0.89
South Australia ...	0.79	0.87	0.93	0.92	0.95	0.95
Victoria ...	0.85	0.89	0.86	0.95	1.00	1.02

Diabetes.

The deaths due to diabetes in 1923 numbered 298, equal to a rate of 1.36 per 10,000 living, which is 21 per cent. above the average for the preceding quinquennium. The rate for males was 1.17 and for females 1.55 per 10,000 living of each sex. Most of the deaths occurred after middle life, 229 being those of persons over 45 years of age.

Meningitis.

The diseases included under the above heading—encephalitis, simple meningitis, and non-epidemic cerebro-spinal meningitis—caused 150 deaths during 1923, the corresponding rate being 0.68 per 10,000 living. Of this number 95 were males and 55 females, equivalent to rates per 10,000 living of each sex of 0.85 and 0.51 respectively. The deaths in the Metropolis and country were 80 and 70, with corresponding rates per 10,000 living of 0.83 and 0.57. The rate for 1923 was 12 per cent. higher than that of the previous five years.

Of those who died during 1923, 72, or 48 per cent., were under 5 years of age.

Hæmorrhage of the Brain.

To cerebral hæmorrhage and apoplexy, during the year 1923, were due 669 deaths, of which 343 were those of males and 326 those of females. The rate was 3.05 per 10,000 living, or 3.07 for males and 3.03 for females. This rate is less than half that experienced in England and Wales.

The following table shows the number of deaths and the rates for both sexes from cerebral hæmorrhage and apoplexy in quinquennial periods since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	778	2.97	467	2.15	1,245	2.58
1889-93	796	2.58	618	2.37	1,414	2.48
1894-98	943	2.79	710	2.39	1,653	2.60
1899-1903	1,050	2.92	788	2.42	1,838	2.68
1904-08	1,303	3.31	1,039	2.91	2,342	3.15
1909-13	1,627	3.69	1,439	3.58	3,066	3.64
1914-18	1,693	3.49	1,431	3.08	3,124	3.29
1919	338	3.33	324	3.29	662	3.31
1920	389	3.68	308	3.05	697	3.37
1921	323	3.01	313	3.03	636	3.02
1922	342	3.12	316	3.00	658	3.06
1923	343	3.07	326	3.03	669	3.05

Convulsions of Children.

Convulsions of children (under 5 years of age) caused 78 deaths during 1923, or 0·36 per 10,000 living at all ages, which is 30 per cent. below the rate for the previous quinquennium.

The following table shows the number of deaths and the rates for both sexes for every fifth year since 1875 in comparison with two recent years:—

Year.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1875	297	9·34	205	7·69	502	8·59
1880	388	9·75	297	8·98	685	9·40
1885	428	8·38	392	9·41	820	8·84
1890	328	5·47	274	5·45	602	5·46
1895	280	4·19	243	4·17	523	4·18
1900	203	2·84	168	2·63	371	2·74
1905	119	1·57	92	1·32	211	1·45
1910	103	1·23	71	0·91	174	1·08
1915	91	0·93	67	0·74	158	0·84
1920	57	0·47	39	0·33	96	0·40
1922	41	0·37	34	0·32	75	0·35
1923	39	0·35	39	0·36	78	0·36

Being limited to children under 5 years of age, the rates are better stated proportionately to that age-period. On this basis the death-rate in 1923 was 3·10, as compared with 4·30 of the previous quinquennium. Of the total deaths during 1923, 58 occurred during the first year of life, the equivalent rate being 1·3 per 1,000 births. The deaths of females were more numerous than of males, the numbers during the first year of life being 31 and 27 respectively, for all children under 5 years of ages 39 males and 39 females. The rate for the Metropolis was approximately two-fifths of that for the remainder of the State. The continuous decline in this cause of infantile mortality is more apparent than real, being due largely to increasing skill in diagnosing the diseases of children.

Insanity.

Classed as a distinct disease of the nervous system, insanity causes death from general paralysis of the insane and from other forms of mental alienation. Practically all the persons in New South Wales coming within this classification are under treatment in the various mental hospitals. On the 30th June, 1923, there were 7,991 persons under official control and receiving treatment—a proportion of 3·65 per 1,000 of the population, or about 3 per cent. less than the average for the preceding quinquennium.

The number of deaths from this cause was 148 in the year 1923. The death-rate per 10,000 living was 0·88 for males and 0·47 for females.

In England and Wales the corresponding figures for 1922 were 0·96 and 0·43.

In the year 1922-23 there were 519 deaths in mental hospitals, equivalent to 70·1 per 1,000 of the average number of patients in residence. This rate of mortality, however, is not comparable with that of the general population, because the proportion of mental patients under the age of 20 years is very small, due, doubtless, to the facts that many children mentally afflicted are cared for in their homes and that mental alienation frequently does not become manifest until middle or advanced age is reached.

The following statement provides a comparison of the mortality of the adult patients in mental hospitals with that of the general population in age groups:—

Age Group. Years.	Deaths per 1,000—Period 1911–1920.					
	Patients in Mental Hospitals.			General Population.		
	Males.	Females.	Total.	Males.	Females.	Total.
20–29	39·4	38·3	38·9	4·4	4·0	4·2
30–39	57·0	41·7	50·8	5·7	4·8	5·2
40–49	71·9	53·0	63·8	9·5	6·5	8·1
50–59	93·0	67·3	82·5	17·2	11·3	14·5
60–69	134·4	117·2	128·5	30·2	22·9	28·3
70 and over	312·9	261·4	293·1	111·1	88·7	100·3
20 and over	90·8	70·6	82·7	14·3	10·5	12·1

The rates shown above are rendered somewhat abnormal by the inclusion of deaths due to influenza during the epidemic of 1919, but at all ages the rate of mortality among mental patients is very much higher than among the general population. In the earlier years the ratio of the disparity is nearly 10 to 1, but it diminishes as age increases, and after age 70 is passed it is about 3 to 1.

Diseases of the Heart.

Diseases of the heart were the cause of 2,729 deaths during 1923, showing a rate of 12·45 per 10,000 living, or 8 per cent. above the average for the preceding five years. Of the total deaths, 1,510 were of males and 1,219 of females, the corresponding rates per 10,000 living of each sex being 13·51 and 11·63. In the Metropolis the rate was 7 per cent. higher than in the remainder of the State.

The ages of persons who died from diseases of the heart during 1923 ranged between 1 and 103 years, and 86 per cent. of those who succumbed were 45 years of age and over.

The deaths and the death-rates of each sex since 1884 are shown below:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884–88	2,149	8·12	1,390	6·39	3,539	7·34
1889–93	2,250	7·30	1,357	5·20	3,607	6·34
1894–98	2,434	7·19	1,478	4·98	3,912	6·16
1899–1903	2,917	8·11	1,932	5·94	4,849	7·08
1904–1908	3,791	9·81	2,727	7·65	6,518	8·77
1909–1913	5,054	11·47	3,633	9·04	8,687	10·31
1914–1918	5,950	12·26	4,168	8·97	10,118	10·65
1919	1,263	12·44	1,032	10·47	2,295	11·47
1920	1,326	12·54	966	9·55	2,292	11·08
1921	1,418	13·19	1,050	10·16	2,468	11·71
1922	1,384	12·63	1,117	10·59	2,501	11·63
1923	1,510	13·51	1,219	11·35	2,729	12·45

The classified causes of the total number of deaths include pericarditis, endocarditis and acute myocarditis, angina pectoris and other diseases of the heart. The apparent increase in mortality due to diseases of the heart is probably the result more of specialised biological knowledge, and of the

greater attention given to pathological diagnoses, than to any real cause. Many deaths formerly recorded as being caused by senile decay would now doubtless be assigned to some cardiac trouble.

In the following table are shown the death-rates for each sex in the principal age groups in decennial periods since 1891.

Age Groups, Years.	Deaths per 10,000 living—Diseases of the Heart.								
	Males.			Females.			Persons.		
	1891- 1900.	1901- 1910.	1911- 1920.	1891- 1900.	1901- 1910.	1911- 1920.	1891- 1900.	1901- 1910.	1911- 1920.
0-4	1.14	1.13	.85	.89	.97	.49	1.02	1.05	.42
5-9 .. ..	.99	1.10	.94	.98	1.16	.95	.99	1.13	.94
10-14	1.28	1.49	1.13	1.31	1.84	1.49	1.30	1.66	1.30
15-19	1.40	1.92	1.78	1.46	1.98	1.75	1.53	1.95	1.76
20-24	1.42	1.55	2.18	1.33	1.94	2.02	1.62	1.74	2.09
25-34	2.66	2.15	2.88	2.53	2.53	2.70	2.60	2.34	2.79
35-44	5.81	5.46	5.67	5.63	6.13	5.00	5.74	5.77	5.35
45-54	13.36	13.79	15.01	11.20	11.80	11.90	12.47	12.93	13.59
55-64	36.56	35.37	38.52	25.29	28.72	28.47	31.96	32.48	34.09
65-74	69.40	91.84	99.07	54.65	78.67	81.78	62.37	86.15	91.21
75 and over ..	104.74	178.83	237.73	89.54	141.23	201.76	98.30	161.94	220.73
All ages ..	7.31	9.60	12.03	5.20	7.51	9.09	6.33	8.60	10.60

The rates previously published for 1921 have been omitted from this table for the reasons stated on page 115.

Although the apparent rate for all ages has nearly doubled during the period reviewed, the increase is practically confined to ages 65 and over, due, as explained in the previous paragraph, to more correct diagnosis in assigning the cause of death.

Under the age of 45 there is very little difference between the rates of males and of females, but thereafter the male rate is distinctly higher, the result, no doubt, of the more strenuous life of males than of females.

Bronchitis.

Bronchitis caused 448 deaths during 1923, equal to a rate of 2.04 per 10,000 living. Of the total, 235 were males and 213 females, the corresponding rates per 10,000 of each sex being 2.10 and 1.98. The rate for the State was 23 per cent. lower than that experienced during the previous five years. Deaths in the Metropolis numbered 185, while 263 succumbed in the remainder of the State. The corresponding rates were 1.91 and 2.15 per 10,000 living. Of the total deaths, 166 were caused by acute bronchitis, the remainder being due to the disease in its chronic form. Of those persons who died of acute bronchitis, 54 per cent. were under 5 years of age, while 94 per cent. of those who succumbed to chronic bronchitis were 55 years of age and over. Experience shows the disease to be most prevalent during the months of June, July, August, and September.

Pneumonia.

Pneumonia, including broncho-pneumonia, was the cause of 1,701 deaths during 1923, the equivalent rate per 10,000 living being 7.76, which was 18 per cent. above the average for the preceding quinquennium. Of the total 999 were males and 702 females. The male and female rates per 10,000 living were 8.94 and 6.53 respectively. The deaths in the Metropolis numbered 792, and those in the remainder of the State, 909. The rate in the remainder of the State was slightly higher than that in the Metropolis. An analysis of the deaths according to age shows that pneumonia is most destructive in its attacks on young people and adults in the decline of life.

Of the persons who died from pneumonia during 1923, 31 per cent. were under 5 years of age and 43 per cent. 50 years of age and over. The following table gives deaths and rates, according to sex, since the year 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	2,032	7·68	1,301	5·98	3,333	6·91
1889-93	2,158	7·00	1,373	5·26	3,531	6·21
1894-98	2,514	7·43	1,528	5·15	4,042	6·37
1899-1903	3,191	8·87	2,000	6·15	5,191	7·58
1904-1908	2,816	7·28	1,824	5·12	4,640	6·24
1909-1913	2,983	6·77	1,981	4·81	4,914	5·83
1914-1918	3,779	7·78	2,402	5·17	6,181	6·50
1919	778	7·66	628	6·37	1,406	7·03
1920	822	7·77	616	6·09	1,438	6·95
1921	793	7·38	566	5·48	1,359	6·45
1922	825	7·53	530	5·02	1,355	6·30
1923	999	8·94	702	6·53	1,701	7·76

The greatest mortality from pneumonia occurs in the cold weather, and in 1923 there were from this cause 909 deaths, or 53 per cent. of the total number in the four months ranging from June to September.

The following table shows the death-rates for each sex in the principal age groups, in decennial periods since 1891:—

Age Group. Years.	Deaths per 10,000 living—Pneumonia.								
	Males.			Females.			Persons.		
	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.
0-4 ..	21·08	21·19	20·80	17·16	17·70	18·00	19·15	19·48	19·43
5-9 ..	1·29	1·31	1·48	1·20	1·27	1·41	1·25	1·29	1·45
10-14 ..	·55	·95	·64	·93	1·10	·76	·74	1·02	·70
15-19 ..	2·01	2·29	1·69	1·26	1·49	·88	1·64	1·90	1·28
20-24 ..	3·03	3·00	2·90	1·90	1·54	1·44	2·50	2·28	2·13
25-34 ..	3·91	3·67	3·55	2·60	2·30	2·09	3·32	3·01	2·82
35-44 ..	6·69	6·06	5·01	3·97	3·92	2·72	5·55	5·09	3·92
45-54 ..	9·61	9·47	8·76	5·33	4·78	4·19	7·85	7·45	6·68
55-64 ..	16·08	16·15	12·58	10·78	10·19	8·13	13·92	13·56	10·62
65-74 ..	28·21	28·47	23·99	18·66	22·98	19·19	23·89	26·10	21·81
75 and over ..	42·40	46·54	55·56	35·38	50·32	52·19	39·42	48·24	53·97
All ages ..	7·46	7·68	7·49	5·22	5·50	5·29	6·42	6·64	6·42

The rates previously published for 1921 have been omitted from this table for the reasons stated on page 115.

As in most diseases affecting adults, the death-rates are higher for males than for females. About 25 per cent. of deaths occur between the ages of 5 and 45 years. In the age group 0-4 years a slight increase is shown, but between the ages of 20 and 74 the rates have been slowly but steadily decreasing. The increase shown in the age group 75 and over is due probably to more complete information being now available as to cause of death.

Diseases of the Digestive System.

Diseases of the digestive system accounted for the deaths of 1,195 males and 968 females during 1923, the respective rates per 10,000 living being 10·69 and 9·01. The rate corresponding to the total deaths in the State was 9·87 per 10,000 living, and was 7 per cent. below that experienced during the previous five years. Deaths resulting from diseases of the digestive system were caused in the main by diarrhoea and enteritis, with hernia and intestinal obstruction, appendicitis, and cirrhosis of the liver next in order of fatality.

Diarrhœa and Enteritis.

In 1923 these diseases were the cause of 1,249 deaths, or 5·70 per 10,000 living, the rates for males being 6·18 and for females 5·19. The general rate was 10 per cent. below the average for the preceding quinquennium. The following table gives the deaths and the rates of males and females since 1884:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	3,412	12·89	3,048	14·02	6,460	13·40
1889-93	3,451	11·20	2,851	10·92	6,302	11·07
1894-98	4,042	11·94	3,638	12·26	7,680	12·09
1899-1903	4,422	12·29	3,901	11·99	8,323	12·15
1904-1908	3,714	9·61	3,000	8·41	6,714	9·03
1909-1913	4,257	9·66	3,471	8·64	7,728	9·18
1914-1918	3,622	7·46	2,957	6·36	6,579	6·92
1919	871	8·58	717	7·28	1,588	7·94
1920	919	8·69	795	7·86	1,714	8·29
1921	779	7·25	571	5·52	1,350	6·40
1922	553	5·05	398	3·77	951	4·42
1923	691	6·18	558	5·19	1,249	5·70

There was a considerable drop in the rate after 1888, due probably to the beneficial operations of the Dairies Supervision Act. During the next fifteen years there was a gradual increase, followed by a marked improvement in 1904, an improvement which was maintained consistently until the years 1919 and 1920, when an upward tendency was manifested.

According to the classification deaths from these diseases are divided into two groups, one including children under 2 years of age, and the other all persons 2 years of age and over. In the first group there were 1,028, or 82 per cent. of the total, and in the second 221.

Of the total deaths from diarrhœa and enteritis, 641, or 51 per cent., occurred in the three summer months of January, February, and December; and 77, or 6 per cent., in the months of August, September, and October. As a rule, about 50 per cent. of the deaths occur in the summer.

Appendicitis.

To this cause 197 deaths were ascribed in 1923, the rate being 0·90 per 10,000 living, which is 16 per cent. above the average of the preceding quinquennium. Appendicitis is more fatal to males than to females, the rate for the former in 1923 being 1·07, and for the latter 0·72 per 10,000 living.

Cirrhosis of the Liver.

In 1923 the deaths from cirrhosis of the liver, which are of interest in connection with alcoholism, numbered 80, the rate being 0·36 per 10,000 living—38 per cent. below the average for the previous quinquennial period. This disease is more prevalent among males than females—the rate for the former in 1923 being 0·46, and for the latter 0·27 per 10,000 living in each sex.

Bright's Disease.

During 1923 there were 1,329 deaths due to diseases of the genito-urinary system, of which number 985 were caused by Bright's disease, acute and chronic. The rate was 4·49 per 10,000 living, and for males and females 5·21 and 3·75 respectively, the general rate being equivalent to that experienced during the previous quinquennium. The deaths due to these diseases in the metropolis were 525 and in the rest of the State 460, the correspond-

ing rates per 10,000 living being 5.42 and 3.76. Experience shows that the fatality of these diseases increases slightly during the winter months.

The number of deaths and the rates of mortality due to Bright's disease are shown below.

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	626	2.37	386	1.78	1,012	2.10
1889-93	907	2.94	570	2.18	1,477	2.60
1894-98	1,291	3.81	821	2.77	2,112	3.33
1899-1903	1,659	4.61	996	3.06	2,655	3.88
1904-1908	2,056	5.32	1,199	3.36	3,255	4.38
1909-1913	2,649	6.01	1,539	3.83	4,188	4.97
1914-1918	3,080	6.34	1,682	3.62	4,762	5.01
1919	581	5.72	356	3.61	937	4.68
1920	580	5.49	345	3.41	925	4.47
1921	574	5.34	372	3.60	946	4.49
1922	597	5.45	410	3.89	1,007	4.68
1923	582	5.21	403	3.75	985	4.49

During the whole period covered by the foregoing table the rate both for males and for females has more than doubled. The male rate is about half as high again as the female. Comparatively few persons under 35 years of age die from nephritis, the proportion for 1923 being 13 per cent. of the total.

The following table shows the death-rates for each sex in the principal age groups in decennial periods since 1891:—

Age Group. Years.	Deaths per 10,000 living—Bright's Disease.								
	Males.			Females.			Persons.		
	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.	1891-1900.	1901-1910.	1911-1920.
0-4	1.31	1.52	.87	1.44	1.23	.81	1.37	1.38	.84
5-9 .. ..	.44	.48	.33	.44	.50	.27	.44	.49	.30
10-14 .. ..	.26	.49	.28	.38	.53	.48	.32	.51	.38
15-19 .. ..	.76	.72	.67	.61	.77	.60	.68	.74	.63
20-24	1.01	1.04	1.33	1.26	1.07	1.29	1.13	1.05	1.31
25-34	1.80	1.85	1.88	2.38	1.74	1.73	2.06	1.80	1.81
35-44	4.48	4.36	3.54	4.52	4.12	3.32	4.50	4.25	3.43
45-54	8.40	9.92	10.73	6.65	7.98	6.65	7.68	9.08	8.87
55-64	15.39	20.17	22.91	10.47	12.83	12.92	13.29	16.98	18.51
65-74	26.47	40.87	45.24	15.77	25.06	28.12	21.71	34.05	37.46
75 and over..	29.29	59.12	75.56	16.59	29.65	41.64	23.90	45.89	59.53
All ages ..	3.62	5.16	6.12	2.63	3.33	3.67	3.16	4.29	4.93

The rates for 1921 previously published in this table have now been omitted for the reasons stated on page 115.

Although the rates for all ages show a decided increase during the period reviewed, those for males under 45 and for females under 55 have decreased. The male rate at practically every age is higher than the female. For each sex the rate depends entirely upon the age; a slow increase is noted till the age of 45 is reached, after which the increase is rapid.

Deaths in Childbirth.

During 1923 the number of deaths of women resulting from various diseases and casualties incident to childbirth was 283, equivalent to a rate of 5.23 per 1,000, or 1 death in every 191 births. Puerperal septicæmia caused 74 deaths, puerperal hæmorrhage 33, accidents of pregnancy 33, albuminaria and eclampsia 61, phlegmasia alba dolens, embolus, sudden death 22, and other casualties of childbirth 60. The experience of the five years 1919-23 shows that the average number of fatal cases per 1,000 births,

for married and for single women, are 5·2 and 10·2 respectively. Plural births are reckoned as single confinements.

Cause of Death.	Deaths.			Proportion per cent due to each Cause.		
	Married.	Single.	Total.	Married.	Single.	Total.
Accidents of Pregnancy	144	13	157	11·1	9·7	10·9
Puerperal Hæmorrhage	179	4	183	13·7	3·0	12·7
Puerperal Septicæmia	399	30	429	30·6	22·4	29·9
Albuminuria and Eclampsia	258	26	284	19·8	19·4	19·8
Phlegmasia Alba Dolens, Embolus, Sudden Death.	96	2	98	7·4	1·5	6·8
Other Casualties of Childbirth	227	59	286	17·4	44·0	19·9
Total	1,303	134	1,437	100·0	100·0	100·0

More than any other cause of death during childbirth, puerperal septi-cæmia can be classed as a preventable disease, but 30 per cent. of the deaths are due to this cause. During the last ten years the rates per 1,000 births were as follow:—

Year.	Puerperal Septicæmia.			Total Deaths in Childbirth.		
	Metropolis.	Remainder of State.	State.	Metropolis.	Remainder of State.	State.
1914	2·5	1·5	1·9	6·0	5·2	5·5
1915	2·2	1·8	2·0	5·0	5·2	5·1
1916	2·9	1·7	2·2	6·7	5·1	5·7
1917	1·6	2·1	1·9	6·4	6·1	6·2
1918	2·6	1·4	1·8	6·5	4·5	5·3
1919	2·4	·9	1·4	6·6	4·7	5·4
1920	2·7	1·5	2·0	7·6	5·1	6·1
1921	1·9	1·4	1·6	5·8	4·7	5·1
1922	1·6	1·6	1·6	5·9	4·6	5·1
1923	1·6	1·2	1·4	6·7	4·2	5·2

These rates are higher than those experienced in England and Wales, where 3·8 deaths per 1,000 births occurred in 1922, of which 1·4 per 1,000 were due to puerperal septicæmia.

From the foregoing it will be seen that the death-rate is almost invariably higher in the metropolis than in the remainder of the State. This is contrary to expectation, as the metropolis has greater hospital facilities.

The maternal mortality of New South Wales may be considered high, and shows no signs of declining. There has been a satisfactory reduction in infantile mortality, and a reduction in the death-rate of mothers would tend to lower still further the infantile rate, and ensure more babies being born alive.

Deaths from Violence.

Deaths from this cause in 1923 were 1,246, or 5·9 per cent. of the total deaths. This number includes 212 suicides, 949 accidents, 23 homicides and 62 not classed (open verdicts). The rate, 5·68 per 10,000 living, was 9 per cent. lower than the rate for the preceding quinquennium, which was 6·21. In the year 1923 the males thus dying numbered 965, or 8·63 per 10,000 living; and the females 281, or 2·62 per 10,000, very little above a quarter of the male rate.

Deaths from Suicide.

The number of persons who took their own lives in 1923 was 212, or a rate of 0·97 per 10,000 living, and about 11 per cent. below the average for the preceding quinquennium. The number of male suicides was 170, or a rate of 1·52 per 10,000 living, and of female 42, or a rate of 0·39 per 10,000 living—the male rate thus being nearly four times that of the female.

The number of deaths from suicide and the rates per 10,000 living since 1884 are shown in the following table:—

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	428	1·62	96	0·44	524	1·09
1889-93	519	1·68	110	0·42	629	1·11
1894-98	679	2·01	169	0·57	848	1·34
1899-1903	651	1·81	142	0·44	793	1·16
1904-1908	719	1·86	160	0·49	879	1·18
1909-1913	857	1·95	238	0·59	1,095	1·30
1914-1918	888	1·83	223	0·48	1,111	1·17
1919	168	1·66	53	0·54	221	1·10
1920	204	1·93	53	0·52	257	1·24
1921	176	1·64	55	0·53	231	1·10
1922	169	1·54	41	0·39	210	0·98
1923	170	1·52	42	0·39	212	0·97

The means usually adopted for self-destruction by men are either shooting, poisoning, cutting, or hanging. Women, as a general rule, avoid weapons, and resort mostly to poison. Of every 100 cases of suicide, 33 were by the agency of poison, 18 by shooting, 16 by hanging, 14 by cutting, and 9 by drowning. During the last two years suicides by shooting were 16 per cent. of the total, as against 28 per cent. during the previous five years. The decrease is, no doubt, the result of the introduction of regulations regarding the possession of firearms.

Experience shows that the suicidal tendency is perhaps influenced by the seasons. During the ten years ended 1922 the proportion of male suicides per 1,000 was, during spring 260, summer 273, autumn 236, and winter 231. During the period named, in six of the ten years, January has headed the list for monthly suicides.

Female suicides, being numerically small, give variable results as regards seasonal influence and, contrary to the experience of males, no particular month showed any preponderance.

Deaths from Accident.

During the year 1923 the number of fatal accidents was 949, viz., 727 of males and 222 of females, or equal to rates of 6·50 and 2·07 per 10,000 living of each sex, and the general rate was 4·33 per 10,000 living. Accidental deaths have always been numerically greater in the extra-metropolitan area. Of those registered during 1923, deaths from accident in the metropolis numbered 324, and in the remainder of the State 625. As a general rule, about two-thirds of the accidents occur in the latter division, which contains about 56 per cent. of the total population.

The number of deaths from accident and the rates per 10,000 since 1884 are shown in the table below.

Period.	Males.		Females.		Total.	
	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.	Deaths.	Rate per 10,000.
1884-88	3,550	13·41	944	4·34	4,494	9·32
1889-93	3,666	11·90	966	3·70	4,632	8·14
1894-98	3,498	10·33	1,095	3·69	4,593	5·23
1899-1903	3,432	9·54	1,103	3·39	4,535	6·62
1904-1908	3,143	8·13	1,055	2·96	4,198	5·65
1909-1913	3,891	8·83	1,114	2·77	5,005	5·94
1914-18	3,814	7·86	1,075	2·31	4,889	5·14
1919	705	6·94	232	2·35	937	4·68
1920	720	6·81	217	2·15	937	4·53
1921	789	7·34	185	1·79	974	4·62
1922	715	6·52	224	2·12	939	4·37
1923	727	6·50	222	2·07	949	4·33

Although the death-rate from accidents is still high compared with that of more settled countries, it has decreased, the decline for males being more rapid than for females. For the years prior to 1894 the rates were really slightly lower than those shown in the table, because certain causes formerly classed as accidents now fall into different categories.

The experience of the past quinquennium shows that out of every 1,000 accidents 213 are due to vehicles and horses, 146 to drowning, 137 to falls, 127 to burns or scalds, 94 to railways and tramways, 32 to mines and quarries, and 28 to weather agencies, *i.e.*, excessive cold or heat, and lightning. Among males the greatest number of deaths are due to vehicles and horses, and among females to burns and scalds.

Out of 218 deaths caused by accidents with vehicles and horses, motor vehicles figured in 111. Sixty-nine deaths occurred in the metropolis and 42 in the remainder of the State.

THE SEASONAL PREVALENCE OF DISEASES.

The following table shows for each month of the year the proportion of deaths per 1,000 due to each of nine principal causes. The figures are based on the experience of the ten years 1914-1923, and in order to make the results

of the computation comparable, adjustments have been made to correct the inequality of the number of days in each month.

Month.	Typhoid Fever.	In- fluenza.	Diph- theria and Croup.	Whoop- ing- Cough.	Phthisis.	Pneu- monia.	Bron- chitis.	Diarrhœa, Enteritis, and Dysentery.	Bright's Disease.
January ...	131	6	73	149	77	53	45	160	75
February ..	150	6	80	85	75	46	41	128	71
March ...	125	19	100	49	78	46	44	104	69
April ...	105	153	125	60	77	59	54	94	78
May ...	92	76	129	45	85	70	81	76	82
June ...	81	218	103	52	88	109	130	43	93
July ...	50	282	106	40	94	133	163	35	97
August ...	31	104	69	60	95	131	135	30	94
September.	42	58	62	79	92	124	113	27	95
October ...	35	44	50	119	84	95	88	39	86
November..	69	17	52	131	81	76	62	103	84
December..	89	17	51	131	74	58	44	161	76
	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000

The chief features of the above table are exhibited in the contrast between the figures relating to typhoid fever, diarrhœa, and enteritis on the one hand, and to pneumonia and bronchitis on the other. In the first group the influence of the hot weather is the controlling factor; in the second, the cold. The warmest months in the year are January, February, and December; the coldest, June, July, and August. The mortality from phthisis varies little throughout the year, but the rates show that it is more fatal in the colder months. Bright's disease shows likewise a higher mortality during the cold weather. The seasonal influence on influenza was obscured by the epidemic of 1919.

COMMERCE.

POWER to make laws with respect to trade and commerce with other countries and between the States vests in the Commonwealth Parliament, and in the year 1901 control of the Customs and Excise Department was transferred to the Commonwealth. Until the year 1910, particulars relating to interstate trade were recorded by the Federal Government, but it was decided to discontinue the records as from 13th September, 1910, therefore the figures in this chapter relate only to oversea trade—that is, to the trade of New South Wales with countries beyond Australia.

The first Commonwealth Act relating to Customs came into operation by proclamation on 4th October, 1901. It provided administrative machinery in relation to Customs, and prescribed the manner in which duties were to be computed and paid. Prior to the establishment of the Commonwealth a different tariff was in operation in each State, and interstate trade was subject to the same duties as oversea trade. On 8th October, 1901, when the Customs Tariff Act of 1902 was introduced in the Federal Parliament, a uniform tariff for all the States was imposed, trade and commerce between the States became free, and the power of the Commonwealth to impose duties of customs and excise became exclusive, except that the State of Western Australia was given the right to levy duty on interstate imports for a period of five years.

In the administration of matters relating to trade and customs, the Department of Trade and Customs, under the direction of a Minister of the Crown, is assisted by the Commonwealth Board of Trade and the Tariff Board. The functions of the former include the collection and dissemination of commercial and industrial intelligence, the control of Trade Commissioners abroad, and the investigation of matters affecting trade, commerce, and industry. The Board, under the presidency of the Prime Minister, includes in its membership representatives of the Customs Department, the Chambers of Commerce, the Chamber of Manufactures, and of other kindred organisations. The Minister for Trade and Customs is vice-president. Meetings are held alternately in Sydney and Melbourne.

The Tariff Board was appointed under an Act which commenced in March, 1922. The Board consisted originally of three members, including an administrative officer of the Department of Trade and Customs as Chairman. An additional member was appointed in 1923. The Minister refers to the Board for investigation such matters as the classification of goods; the determination of the value of goods for duty; the necessity for new or increased or reduced duties, or for bounties; proposals for applying preferential tariffs to any country; and complaints that a manufacturer is taking undue advantage of the protection afforded by the tariff to charge unnecessarily high prices. The Minister may request the Board to report as to the effect of the customs and excise tariffs and of the customs laws on the industries of the Commonwealth, and other matters affecting the encouragement of industry in relation to the tariff.

In 1924 it was provided by an amending Act that certain inquiries shall be held in public, *e.g.*, those relating to revision of the tariff, to proposals for bounties or to complaints that a manufacturer is taking undue advantage of the protection afforded by the tariff.

Regulations under the Commerce (Trade Descriptions) Act, 1905, prohibit the importation and exportation of the following classes of goods if they do not bear a prescribed trade description, viz., articles used for food or drink by man, or used in the manufacture or preparation thereof; medicines; manures; apparel (including boots and shoes) and the material from which it is manufactured; jewellery; seeds and plants.

Customs officers are authorised to inspect imports and exports, and exporters may be required to give notice of intention to export. Special care is exercised in regard to the supervision and inspection of meat, and standard requirements are prescribed for abattoirs and premises where it is prepared for shipment. Goods approved for export are marked with an official stamp, butter and cheese are graded, and frozen meat, rabbits, etc., are classified.

The Federal Government has made provision to pay bounties on the export of the following commodities with a view to assisting local industries and promoting oversea trade—live cattle, canned fruits (apricots, peaches, pears, and pineapples) and fortified wine. In the years 1922 and 1923 bounty was payable also on the export of frozen and canned beef.

OVERSEA TRADE.

The value of the goods imported and exported as shown in the following tables represents the official value as recorded by the Department of Trade and Customs. The value of goods exported is the value in the principal markets of New South Wales.

The value of goods imported represents the amount on which duty is payable or would be payable if the duty were *ad valorem*. In accordance with a provision of the Customs Act of 1901–1923 value of goods subject to *ad valorem* duty is the sum of the following:—(a) the actual price paid by the Australian importer plus any discount or other special deduction, or the current domestic value in the country of export at the date of exportation, whichever is the higher; (b) all charges for placing the goods free on board at the port of export; and (c) 10 per cent. of the amounts (a) and (b). For the purpose of this provision, special deduction means any discount or other deduction allowed to the Australian importer which would not ordinarily have been allowed to any and every purchaser. In the case of goods consigned for sale in Australia the value is the amount which would be the value if the goods were sold at the date of exportation to an Australian importer.

In reference to the value of goods imported from foreign countries, the Customs Act of 1901 provides that where an invoice shows the value of goods in any currency other than British, the equivalent value in British currency is to be ascertained "according to a fair rate of exchange." Until December, 1920, it was the practice of the Customs authorities to assess the value as, in the country of export at the time of shipment, and to convert foreign values on the basis of the mint par rate of exchange, i.e., the standard value of the coin of the exporting country as compared with the pound sterling in gold coin.

This practice caused to be overrated the goods from countries with a depreciated exchange, with the contrary effect where the pound sterling was at a discount, and on 8th December, 1920, the method of converting foreign currencies was changed, in consequence of a decision of the High Court of Australia. Since that date the values for statistical purposes, as well as for duty, have been based on the commercial rates of exchange at the date of exportation.

The total value of oversea imports and exports, as recorded by the Customs Department, during the year before the war and in each of the last five years is shown in the following table, with the value per head of population :—

Year ended 30th June.	Imports.	Exports.			Total Trade Oversea.
		Australian Products.	Other Products.	Total.	
	£	£	£	£	£
1913*	32,350,663	31,135,169	1,704,620	32,839,789	65,190,452
1920	44,690,599	50,924,449	4,092,616	55,017,065	99,707,664
1921	72,466,388	48,302,717	4,299,039	52,601,806	125,068,194
1922	43,521,478	44,728,907	3,253,948	48,012,855	91,334,333
1923	55,010,083	40,175,208	2,406,714	42,581,922	97,592,005
1924	58,225,040	40,506,465	2,640,681	43,147,146	101,372,186

Per head of Population.

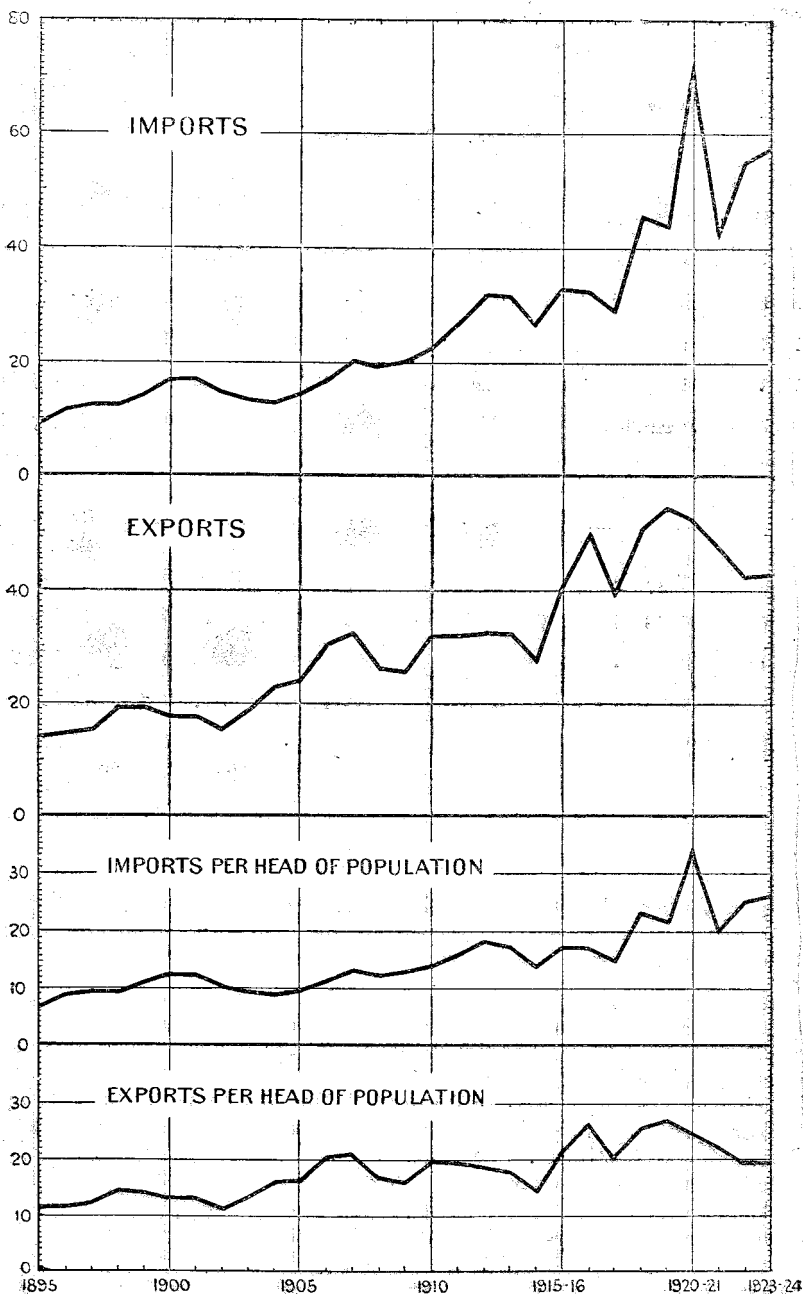
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1913*	17 15 6	17 2 1	0 18 9	18 0 10	35 16 4
1920	21 18 6	24 19 7	2 0 2	26 19 9	48 18 3
1921	34 13 4	23 2 2	2 1 1	25 3 3	59 16 7
1922	20 7 2	21 0 5	1 10 10	22 11 3	42 18 5
1923	25 6 3	18 9 9	1 2 2	19 11 11	44 18 2
1924	26 6 11	18 6 6	1 3 11	19 10 5	45 17 4

* Year ended 31st December.

Reference to a table of index numbers in chapter "Food and Prices" of this Year Book indicates that the increase in the aggregate value of trade, as shown above, reflects enhanced prices rather than larger quantities.

The abnormally high value of imports during 1920-21 was due to extraordinary conditions affecting Australian trade. During the war period there had been considerable delay in the delivery in Australia of goods from abroad, and in many cases a curtailment of the quantities ordered. Anticipating the continuance of these conditions, Australian importers placed large orders during the period of trade expansion which immediately followed the cessation of hostilities. Then a period of depression in oversea countries caused a diminution in demand and the cancellation of contracts, so that the Australian orders were delivered promptly and in full quantity, with the result that the value of imports expanded rapidly. The prompt delivery caused difficulty in financing drafts for payment abroad, and the local banks took action to restrict the issue of fresh credit, so that in the following year the value of imports dropped again. In 1922-23 trade having been stimulated by the good returns from wool, wheat, etc., of the previous seasons, there was another large increase and though the value did not reach the high figure of 1920-21 it was 27 per cent. above the value in the preceding year. Under

OVERSEA TRADE, 1895 to 1923-24



The numbers at the side of the Graph represent £1,000,000 of imports and of exports, and £1 of imports per head of population and of exports per head of population.

the influence of large public borrowings abroad and of the payment of remittances on account of wool purchased by the Imperial Government during the War, the expansion of imports continued during 1923-24 though the rate of increase slackened.

The value of the exports during the years 1920-23 do not reflect the seasonal conditions, as in normal times, because they include important items of export, *e.g.*, wool, meat, wheat, etc., which were purchased by the Imperial Government during the war period and stored in Australia pending shipment. The last consignment was not despatched until May, 1923. The value of exports reached a maximum in 1919-20, and the subsequent decline was due in a large measure to lower prices. In 1923-24 the high prices obtained for the wool clip caused the value to rise above that of the preceding year. Notwithstanding a decline in such important items as hides and skins, frozen meat and butter.

The value of exports, as shown above, does not include the value of exports in the form of ships' stores, which amounts to a considerable sum, as is shown on a later page.

A comparison of the annual values of imports with those of exports shows that there was an excess of exports amounting to £10,327,000 and £4,691,000 in the years ended June, 1920 and 1922. The excess of imports was nearly £20,000,000 in 1920-21, £12,428,000 in 1922-23, and £15,078,000 in 1923-24.

The figures in this chapter relating to imports and exports include bullion and specie. Gold is an important item of domestic produce in Australia, though New South Wales does not contribute so largely to the production as Western Australia, Queensland, and Victoria.

Year ended 30th June.	Imports of Bullion and Specie.	Exports of Bullion and Specie.		
		Australian Produce.	Other Produce.	Total.
	£	£	£	£
1913	1,209,700	3,371,118	1,065,933	4,437,051
1920	65,129	1,914,392	76,125	1,990,517
1921	29,392	3,770,195	15,275	3,785,470
1922	63,369	2,027,004	1,550	2,028,554
1923	48,023	41,239	600	41,839
1924	61,681	526,617	...	526,617

The consignments of specie and bullion, classed as Australian produce, from New South Wales to countries having direct communication with Sydney, are to be regarded as affecting the trade of the whole Commonwealth rather than of New South Wales.

DIRECTION OF TRADE.

The direction of the overseas trade of New South Wales is indicated in the following statement, which shows the value of imports to, and of exports from the principal countries during the last two years in comparison with similar

information for the year 1913. Particulars regarding the imports according to country of shipment are not available for recent years, and the figures shown below relate to the country of origin.

Country.	Imports (Country of Origin).			Exports,		
	1913.	1922-23.	1923-24.	1913.	1922-23.	1923-24.
	£	£	£	£	£	£
United Kingdom ...	15,367,428	26,651,718	24,639,057	11,904,424	14,787,084	13,399,065
Canada ...	359,022	2,011,073	2,134,156	145,875	232,887	143,709
South Africa ...	196,206	486,806	654,629	339,207	144,381	164,372
India and the East ...	1,705,526	2,404,128	3,045,414	1,413,093	893,694	938,175
New Zealand ...	1,457,335	892,470	1,138,980	1,321,989	2,608,236	3,045,200
South Sea Islands ...	494,429	1,022,481	863,128	511,523	1,262,322	1,262,995
Other British Possessions	82,790	224,577	278,632	29,947	309,837	41,935
Total, British ...	19,652,736	33,693,253	32,753,996	15,666,051	20,238,441	18,995,451
Belgium ...	456,503	404,496	363,130	2,769,661	1,386,882	2,456,088
France ...	894,186	1,292,233	1,610,489	4,649,474	5,284,278	7,061,267
Germany ...	2,834,038	222,663	519,950	3,659,676	2,024,177	1,869,989
Italy ...	243,134	450,780	468,253	510,437	1,661,932	1,392,948
Netherlands ...	149,599	234,138	264,622	99,261	396,045	1,089,713
Norway ...	254,019	545,402	452,954	38	971	755
Sweden ...	344,833	672,455	751,011	4,825	22,505	80,996
Switzerland ...	469,858	896,583	918,685	3,190	11,743	30,554
Other European...	276,239	379,302	381,861	432,567	1,998	11,461
United States & Hawaii	5,331,032	11,468,179	15,244,469	1,949,389	5,312,213	3,341,862
Japan ...	467,666	2,013,632	1,771,001	1,113,915	4,863,438	4,754,202
China and the East ...	632,249	2,419,025	2,420,944	711,408	901,362	1,102,948
South Sea Islands ...	184,048	78,328	73,279	605,883	325,465	307,190
Other Foreign ...	160,523	209,614	230,396	664,011	150,472	651,722
Total, Foreign ...	12,697,927	21,316,830	25,471,044	17,173,731	22,343,481	24,151,695
Total, all Countries	32,350,663	55,010,083	58,225,040	32,839,789	42,581,922	43,147,146

The overseas trade of New South Wales is conducted principally with the United Kingdom. In 1923-24 imports valued at £24,639,057 were the product of that country, and exports to the value of £13,399,065 were shipped thereto. Nevertheless, the increases since 1913, viz., imports £9,300,000 and exports £1,500,000, have not been sufficient to maintain the relative position of the United Kingdom in regard to the overseas trade of New South Wales, as the proportion of imports declined since 1913 from 47·5 per cent. to 42 per cent. and of exports from 36·3 to 31 per cent.

European countries, other than the United Kingdom, were the source of imports valued at £5,730,955, or 9·9 per cent. of the total in 1923-24, and the outlet for exports valued at £13,993,771 or 32·4 per cent. The value of imports to the Continent has declined slightly, and the exports have increased by £1,865,000 since 1913, when the relative proportions were imports 18·3 per cent. and exports 36·6 per cent. A noticeable feature of the trade with Europe in recent years has been the increase in the direct exports to France which were of higher value in 1923-24 than the exports to any other foreign country.

Imports from Canada and the United States (including Alaska and Hawaii) were valued at £17,379,000, or 30 per cent., in 1923-24 and exports at £3,500,000, or 8 per cent. Imports from those countries represented only 17·6 per cent. in 1913 and exports 6 per cent. Trade with North America developed rapidly during the war period, but the exports thereto declined by £2,000,000 in 1923-24, as compared with the preceding year.

Imports from Japan increased in value from £467,666 or 1·4 per cent. in 1913 to £1,771,001 or 3 per cent. 1923-24, and exports from £1,113,915 or

3·4 per cent. to £4,754,202 or 11 per cent. Trade with other Eastern countries has not shown similar expansion. The imports increased from £2,337,775 or 7·2 per cent. to £5,466,358 or 9·4 per cent., while exports declined from £2,124,501 to £2,041,123, or from 6·5 per cent. to 4·7 per cent.

Trade between New Zealand and New South Wales fluctuates according to seasonal conditions, as trade in primary products usually increases if local supplies become deficient as a result of an unfavourable season in either country. The imports and exports in 1923-24 showed proportions of 2 per cent. and 7 per cent. respectively. Imports from the South Sea Islands represent about 2 per cent. of the total imports and exports 3½ per cent.

The statistics of the import trade of New South Wales in 1913 and in each of the last five years are summarised in the following table in order to show the value of British and foreign goods imported:—

Year ended 30th June.	British Empire.			Foreign Countries.	Total Imports.
	United Kingdom.	Other British Countries.	Total.		
	£	£	£	£	£
1913*	15,367,428	4,285,308	19,652,736	12,697,927	32,350,663
1920	15,591,284	7,863,748	23,455,032	21,235,567	44,690,599
1921	32,960,437	8,279,706	41,240,143	31,226,245	72,466,388
1922	19,969,726	5,492,389	25,462,115	17,859,363	43,321,478
1923	26,651,718	7,041,535	33,693,253	21,316,830	55,010,083
1924	24,639,057	8,114,939	32,753,996	25,471,044	58,225,049

PER CENT. OF TOTAL IMPORTS.

1913*	47·5	13·2	60·7	39·3	100
1920	34·9	17·6	52·5	47·5	100
1921	45·5	11·4	56·9	43·1	100
1922	46·1	12·7	58·8	41·2	100
1923	48·4	12·8	61·2	38·8	100
1924	42·3	14·0	56·3	43·7	100

* Year ended 31st December.

The percentage of imports of British origin which had declined during the war period rose in each subsequent year until in 1923 it exceeded the pre-war proportion. In the following year it declined by 8 per cent. owing to a diminution in imports from the United Kingdom.

The value of the overseas exports from New South Wales to British and foreign countries in 1913, and in each of the last five years, is shown below:—

Year ended 30th June.	British Empire.			Foreign Countries.	Total Exports.
	United Kingdom.	Other British Countries.	Total.		
	£	£	£	£	£
1913*	11,904,424	3,761,634	15,666,058	17,173,731	32,839,789
1920	26,009,277	10,965,772	36,975,049	18,042,016	55,017,065
1921	20,630,150	11,235,612	31,865,762	20,736,044	52,601,806
1922	18,805,323	7,026,533	25,831,856	22,180,999	48,012,855
1923	14,787,084	5,451,357	20,238,441	22,343,481	42,581,922
1924	13,399,065	5,596,386	18,995,451	24,151,695	43,147,146

PER CENT. OF TOTAL EXPORTS.

1913*	36·2	11·5	47·7	52·3	100
1920	47·3	19·9	67·2	32·8	100
1921	39·2	21·4	60·6	39·4	100
1922	39·2	14·6	53·8	46·2	100
1923	34·7	12·8	47·5	52·5	100
1924	31·0	13·0	44·0	56·0	100

* Year ended 31st December.

In the proportionate distribution of the export trade between British and foreign countries the British trade increased materially during the war, but has declined steadily during the last five years. The United Kingdom receives more exports than any other country, but large quantities of the merchandise consigned to ports in Great Britain are re-exported. Exportation to other British countries has been variable. The increase in the exports to foreign countries since 1920 is due in a measure to the fact that direct communication has been established between New South Wales and foreign countries to which exports were transhipped previously at British ports.

ARTICLES OF IMPORT.

A classification of the goods imported into New South Wales during the three years ended June, 1924, is shown in the following table. A new statistical classification of imports was adopted by the Department of Trade and Customs in 1922, and the figures for the year 1921-22, as shown below, have been adjusted in regard to the principal items affected, so as to render them comparable with those for subsequent years :—

Classification of Imports.	1921-22.	1922-23.	1923-24.
	£	£	£
Foodstuffs of Animal Origin	634,110	735,014	1,005,348
Foodstuffs of Vegetable Origin, Beverages (non-alcoholic), etc.	2,192,966	2,838,870	3,267,470
Spirituous and Alcoholic Liquors	829,223	918,319	1,076,635
Tobacco and Preparations thereof	1,636,745	1,471,117	2,115,740
Live Animals	72,215	76,465	65,660
Animal Substances not Foodstuffs	239,578	391,083	514,405
Vegetable Substances and Unmanufactured			
Fibres	1,975,176	1,837,986	1,786,325
Apparel	2,199,301	3,227,385	2,576,350
Textiles	10,098,454	12,285,389	10,666,995
Yarns and Manufactured Fibres... ..	1,470,278	2,041,921	1,584,619
Oils, Fats, and Waxes	2,047,162	2,377,892	2,837,313
Paints and Varnishes	189,820	219,226	266,472
Stones and Minerals (including Ores and Concentrates)	104,093	157,969	291,334
Machines and Machinery... ..	3,938,987	4,170,004	5,523,119
Metals and Metal Manufactures other than Machinery	5,973,279	8,774,648	10,998,265
Rubber and Rubber Manufactures	539,490	949,551	1,324,117
Leather and Leather Manufactures	150,842	242,558	245,583
Wood and Wicker	1,662,735	1,960,827	2,610,406
Earthenware, China, Glass, etc.	855,686	901,595	1,002,430
Paper	1,451,914	1,800,911	1,655,753
Stationery and Paper Manufactures	675,536	1,038,887	1,072,738
Jewellery, Timepieces, and Fancy Goods	886,220	1,149,931	1,143,164
Optical, Surgical, and Scientific Instruments	678,703	803,340	975,041
Drugs, Chemicals, and Fertilisers	1,344,886	1,398,407	1,320,366
Miscellaneous	1,360,019	3,192,765	2,243,432
Gold and Silver and Bronze Specie	64,060	48,023	55,860
Total Imports	43,321,478	55,010,083	58,225,040

The bulk of the imports consists of manufactured articles. Metals, metal manufactures, and machinery, the most important group in respect of value in 1923-24, represented 28·4 per cent. of the total value of imports; next in order was the textile group, *i.e.*, apparel, textiles, yarns, and manufactured fibres, 25·5 per cent. Articles of food and drink and tobacco constituted an important class of imports, the value in 1923-4 being 12·8 per cent. of the total, and the three groups, oils and fats and waxes, paper and stationery, wood and wicker, each represented between 4 and 5 per cent.

There were some notable increases in the imports of 1923-24 as compared with those of the year 1913. For instance, in the textile group the value of piece goods rose from £3,888,140 in 1913 to £8,591,601, and yarns from £80,008 to £585,372. Of the vegetable substances, the quantity and value of copra rose from 107,144 cwt., valued at £117,873 to 625,693 cwt., £693,635; and linseed from 72,535 centals, valued at £43,049, to 353,824 centals, £325,533. In some cases the increased value was due to higher prices as well as to larger quantities, thus 16,463,466 lb. of tea imported in 1913 were valued at £600,097, and 23,334,439 lb. in 1923-24 at £1,674,915; the figures for unmanufactured tobacco in the respective years were 8,656,932 lb., valued at £423,902, as compared with 17,145,148 lb., £1,934,578. The value of imports of vehicles and parts rose from £953,108 in 1913 to £5,108,468 in 1923-24, the chief item being motor vehicles; and in regard to petroleum spirits, benzine, etc., there was an increase from 3,845,682 gallons, valued at £194,420, to 25,108,705 gallons, valued at £1,475,113. The value of printing paper imported in 1913 was £450,167 as compared with £972,994 in 1923-24.

The chief items of the various classes of imports as in 1923-24, are shown below :—

Article.	Value of Import.	Article.	Value of Import.
£		£	
Apparel, Textiles and Manufactured Fibres—		Food, Beverages, and Tobacco—	
Piece Goods—Cotton and Linen ..	3,960,590	Tobacco, Cigars, etc.	2,170,740
Silk and Velvet	2,062,316	Tea	1,674,915
Woolen	1,225,694	Whisky	802,023
Lace, etc.	247,809	Fish, in tins	430,066
Canvas and Duck	385,178	Maize	332,292
Other	701,914	Rice	295,157
Bags and Sacks	898,960	Vegetable Substances and Unmanufactured Fibres—	
Sewing Cottons, &c.	468,231	Copra	633,635
Socks and Stockings	596,425	Linseed	325,533
Trimmings and Ornaments	367,713	Kapok	177,049
Floor Coverings	1,109,676	Paper and Stationery—	
Yarns, Woolen	294,798	Printing Paper	972,994
Hats and Caps	232,469	Books (printed)	508,813
		Writing Paper	192,270
Machines and Manufactures of Metal—		Oils, Fats, Waxes—	
Electrical Machinery and Appliances ..	2,324,176	Petroleum Spirits	1,475,113
Other Motive Power Machinery	619,048	Kerosene	287,984
Printing Machinery	355,912	Lubricating (Mineral) Oil	333,771
Sewing Machines	204,360	Other Classes—	
Other Machinery	2,019,623	Timber	2,393,631
Iron and Steel—		Vessels	248,212
Bar, Rods, etc.	313,597	Rubber Tyres	962,128
Plate and Sheet	1,407,929	Fancy Goods	491,979
Wire	185,020	Glass and Glassware	447,197
Metal Pipes and Tubes, etc.	491,189	Musical Instruments and Parts	504,511
Tools of Trade	472,765	Jewellery and Precious Stones	354,677
Vehicles and parts	5,108,468	Crockery and other Household Ware ..	285,250
Platedware and Cutlery	357,620	Films for Kinetographs	261,165
Lamps and Lamp-ware	218,980	Timepieces	296,708
		Gramophones, etc., and Records ..	534,914

The United Kingdom is the main source of supply of nearly all the manufactured articles imported into New South Wales. The principal products of other European countries are as follow :—France and Switzerland, silk piece goods, lace and embroideries, trimmings and ornaments; Belgium, glass; Netherlands, electrical appliances; Norway, fish, paper, timber; Sweden, paper, cream separators, timber, matches, and wood pulp; Italy, motor chassis and hats; Germany, pianos. The items of Eastern origin include the following :—From Japan, piece goods of silk and of cotton, fancy goods, timber; from India, bags and sacks, hessian and other jute goods, tea, rice, linseed; from Ceylon, tea; from British Borneo, petroleum; from British Malaya, rubber; from China, tea, lace and silk piece goods; from Netherlands East Indies, kapok, petroleum oils, tea. The products of

the United States, which are imported in large quantities, include machines and machinery of various kinds, iron and steel, motor vehicles and parts, metal manufactures, oils, tobacco, films for kinematographs, timber, rubber tyres, musical instruments, cotton piece goods, and socks and stockings. The principal imports of Canadian origin are paper, tinned fish, metal manufactures, motor vehicles and parts, machinery, rubber tyres, and timber. Undressed timber is the principal item of import from New Zealand. Copra is imported from various South Sea Islands, rock phosphates from Nauru, precious stones and maize from South Africa, and linseed from the Argentine.

ARTICLES OF EXPORT.

The exports of Australian produce consist mainly of raw materials. Particulars of the principal commodities exported during 1923-24 are shown below in comparison with the annual average during the five years ended 30th June, 1923. In regard to such commodities as wool, wheat, etc., for which there is constant demand, the quantity available for export depends mainly on local seasonal conditions, but the exportation of industrial metals is influenced to a greater extent by market prices, and a movement up or down reacts promptly on the productive activity. The value of the trade in practically all the commodities enumerated in the table depends on the prices prevailing in the overseas markets:—

Commodity.	Quantity.		Value.		Per cent. of Total Value.	
	Annual Average, 1919-23.	1923-24.	Annual Average, 1919-23.	1923-24.	1919-23.	1923-24.
Wool—greasy ... lb.	210,506,139	198,950,836	£ 13,456,887	£ 19,801,044	28·9	48·9
scoured ... lb.	39,509,548	17,410,305	3,519,135	2,541,524	7·6	6·2
tops ... lb.	4,385,040	3,956,667	1,397,475	928,082	3·0	2·3
...	...	...	18,373,497	23,270,650	39·5	57·4
Skins and hides ...	...	...	3,298,948	2,850,977	7·1	7·0
Meats—frozen—						
Mutton and lamb lb.	39,466,323	15,754,429	976,314	452,595	2·1	1·1
Other ...	...	...	583,010	364,171	1·2	·9
Tinned, etc. ...	...	...	978,906	123,196	2·1	·3
Leather ...	...	...	752,213	430,664	1·6	1·1
Tallow ... cwt.	350,793	180,530	818,609	352,115	1·8	·9
Butter ... lb.	18,269,832	9,950,999	1,575,141	752,581	3·4	1·9
Wheat ... cntl.	8,384,108	3,183,153	4,723,761	1,281,768	10·1	3·2
Flour ... cntl.	1,939,310	3,157,037	1,391,722	1,664,480	3·0	4·1
Copper—Ingots and matte ... cwt.	318,457	82,152	1,542,595	283,600	3·3	·7
Lead—Pig and matte ... cwt.	1,296,625	1,699,998	1,849,627	2,586,294	4·0	6·4
Tin—Ingots ... cwt.	35,412	34,327	460,001	376,854	1·0	·9
Coal ... tons	1,148,748	1,336,483	1,126,153	1,460,122	2·4	3·6
Timber, undressed sup. ft.	16,233,637	26,937,934	277,313	437,029	·6	1·1
Bullion and specie ...	...	...	2,235,828	526,617	4·8	1·3
All other ...	...	...	5,587,025	3,292,452	12·0	8·1
Total ...	...	...	46,550,463	40,506,465	100·0	100·0

The value of the exports of domestic products depends mainly on the wool trade, which supplied 57·4 per cent. of the total value in 1923-24. In quantity, the exports of wool in that year were below the annual average

during the previous five years, but the value was greater. The value of the wool sent to the United Kingdom in 1923-24 was nearly $6\frac{1}{2}$ millions sterling, and the direct exports to Continental ports in the aggregate reached over 12 millions sterling, including France £6,143,000, Germany £1,650,000, Belgium £2,293,000, Italy £1,034,000, and Netherlands £898,000. Japan purchased wool to the value of £3,602,000, and the United States £1,038,000.

Next in importance in 1923-24 were skins and hides representing 7 per cent. of the exports of Australian produce. The United States received the largest portion, viz., £1,255,624, the United Kingdom £854,514, and sheepskins to the value of £404,084 were sent to France.

The exports of butter and of meat were equivalent to 2.3 per cent. and 1.9 per cent. respectively. The United Kingdom received the bulk of these products, and meat valued at £139,612 and butter £100,721 were sent to Eastern countries. Owing to unfavourable weather in the dairying districts during the early months of the season, the quantity of butter available for export in 1923-24 was far below the average of the previous quinquennium which included two seasons of high production.

Leather and tallow are important items of the export trade. The leather exported to the United Kingdom in 1923-24 was valued at £97,677, to New Zealand at £70,811, and to Eastern ports at £230,033. The principal countries to which tallow was consigned were Japan, £227,363, United Kingdom, £34,909, and South Africa £38,226.

Wheat and flour represented 7.3 per cent. of the value of Australian products exported; the quantity of wheat in 1923-24 was only three-eighths of the average of the previous five years, but the quantity of flour was 63 per cent. above the average. The value of wheat sent to the United Kingdom was £668,027, and to Italy £218,375. The principal markets for flour were United Kingdom £189,827, Egypt £458,207, Eastern countries £765,789, and South Sea Islands £113,688.

Among the industrial metals, copper, lead, and tin showed a proportion of 8 per cent. of the exports in 1923-24, as compared with 8.3 per cent. during the previous quinquennium. The bulk of the trade was with the United Kingdom, viz., copper £245,536, lead £2,031,145, and tin £211,192; Japan and New Zealand received pig lead to the value of £347,030 and £95,541 respectively, and tin valued at £122,651 was consigned to the United States. The figures for New South Wales, however, do not include the products of the Broken Hill mines which are dispatched overseas from South Australian ports.

The value of the coal exported represented 3.6 per cent. in 1923-24. The overseas trade in this product has increased since the removal of war-time restrictions, but a valuable trade with South American countries, upon which an embargo was placed early in the war period, has been only partly regained. The export of coal to those countries in 1923-24 was only 164,331 tons as compared with 750,937 tons in 1913. New Zealand, which usually provides the main outlet for coal, received 731,393 tons valued at £803,152, and the exports to Eastern ports amounted to 326,233 tons valued at £357,230. Undressed timber, 23,462,000 super. feet, valued at £370,836, was exported to New Zealand.

There has been a marked decrease in the export trade in a number of food commodities such as tinned meat, condensed milk, jams, biscuits, etc., which were exported in large quantities during the war period. The readiness

with which production was increased then to meet the extraordinary demand is evidence of the fact that there is ample scope for development, and the subsequent decline in trade points to the necessity of securing new markets.

There is a fairly large re-export trade in provisions and manufactured articles with New Zealand, New Caledonia, Fiji, and other South Sea islands, but the principal item is copra, which is transhipped at Sydney to European ports. During the year ended June, 1924, copra to the value of £533,311 was re-exported, direct shipments to Germany being valued at £237,692; and to the United Kingdom at £198,107. The re-exports in 1923-24 included also eleven vessels transferred abroad, the value being £359,400. Four of the vessels, valued at £256,800, were transferred to the United Kingdom. Other important items of foreign produce re-exported during the year were piece goods, £156,302; tea, £153,850; machinery, £110,977; metals and metal manufactures, £199,109; apparel and attire, £54,375; rice, £94,702; oils, £63,422; sugar, £179,223; spirits, £71,056; tobacco, cigars, and cigarettes, £56,520.

Exports—Ships' Stores.

The figures relating to the exports, as shown in the foregoing tables, do not include exports in the form of ships' stores. This branch of the trade of the State has increased in importance, as will be seen from the following statement of the value of ships' stores exported in each year since 1920:—

Year ended 30th June.	Ships' Stores Exported.		
	Australian Produce.	Other Produce.	Total.
	£	£	£
1920	1,436,337	165,877	1,602,234
1921	2,028,728	300,969	2,329,697
1922	1,915,084	160,268	2,075,352
1923	2,018,821	118,703	2,137,524
1924	1,859,213	147,861	2,007,104

The most important items of Australian produce exported as ships' stores in 1923-24 were bunker coal, 1,147,530 tons, valued at £1,413,145; meat, fresh, 6,362,370 lb., £144,526; other meats, £24,933; fish, fresh or frozen, 505,412 lb., £20,504; butter, 314,891 lb., £26,382; milk, preserved, 232,064 lb., £11,064; flour, 26,078 centals, £14,474; ale and beer, 76,721 gallons, £18,806; potatoes, 19,234 cwt., £13,649; tobacco, etc., 27,483 lb., £4,526. The chief item of foreign produce was oil, 6,621,567 gallons, valued at £80,328.

CUSTOMS AND EXCISE TARIFFS.

When the Commonwealth was inaugurated in 1901 and control of customs and excise was transferred to the Federal Government, only a limited number of articles were subject to customs duty under the State tariff in New South Wales. At that time the tariffs in the other States, especially Victoria, were higher than in New South Wales, and in view of the provisions of the Constitution Act of the Commonwealth by which interstate trade became free, and the States were to be compensated for the loss of customs and excise revenue by the return of three-fourths of the revenue from this source collected by the Commonwealth, it was practically inevitable that the first Federal tariff, introduced in October, 1901, should involve a considerable increase, as compared with the New South Wales tariff, in the rates of duty and in the number of articles subject to duty. A feature of the tariff was

the imposition of *ad valorem* duties, ranging up to 30 per cent. Nearly 88 per cent. of the goods imported into New South Wales in 1900 were on the free list, but as a result of the Federal tariff, the proportion, five years later, was only 32 per cent.; the average rate of duty on all dutiable goods had risen from 10·3 per cent. in 1900 to 16·5 per cent., and the rate on all goods except stimulants and narcotics from 4·3 per cent. to 10·9 per cent.

A Federal excise tariff also was introduced in October, 1901.

In 1906 an Act was passed to give effect to an arrangement with the Government of South Africa for a reciprocal preference, but it has not affected appreciably the customs revenue as importations from South Africa are relatively small. This was the first instance of a preferential tariff in New South Wales.

An important revision of the tariff was made in accordance with proposals introduced in the Commonwealth Parliament in August, 1907, and embodied in the Customs Tariff Act of 1908. The new tariff was designed to give a larger measure of protection to local industries. Preferential rates were provided in favour of certain products of the United Kingdom, the preferential duty in the case of *ad valorem* rates being usually less by five than the general tariff rates per cent. In December, 1911, alterations, generally in the direction of higher duties, were made in some of the rates; and during the war period the necessity for increased revenue in view of the heavy expenditure led to increases in the rates of customs and excise duties at various dates between December, 1914, and September, 1918.

In 1920 a complete revision of the tariff was commenced, the new rates being fixed with the object of fostering the development of local industries and of giving preference to goods produced in the United Kingdom reciprocal preference to goods produced elsewhere in the British Empire, and, in a lesser degree, to the products of foreign countries. The Minister for Customs, in introducing the tariff to Parliament, stated that it was the wish of the Government to see manufacturing industries established in the Commonwealth because primary production would be increased thereby and the growth of rural population stimulated. The proposals were introduced in March, 1920, and the revised tariff is contained in the Customs Tariff Act, 1921-1924.

The Act provides for three tariffs, viz., (1) British preferential, (2) intermediate, (3) general. The British preferential tariff applies to products of the United Kingdom, and by proclamation it may be applied, wholly or in part, to any part of the British Dominions, if the Tariff Board, in view of reciprocal arrangements, has reported upon the question and the Federal Parliament has agreed. Under similar conditions the intermediate tariff may be applied in respect of goods from any part of the British Dominions or from a foreign country. The general tariff is imposed on all goods to which the other tariffs do not apply.

The Act of 1921 does not affect the existing preferential tariff on South African goods, except to provide that the duty on such goods may not be higher than the general tariff rates. Reciprocity with New Zealand was established in 1922. The British preferential tariff has been applied generally to goods produced in New Zealand and special rates have been fixed in relation to certain commodities. A further measure of reciprocity with New Zealand was authorised in 1924 by the New Zealand Re-exports Act. It provides that when foreign goods are re-exported to Australia from New Zealand the value for duty shall be the sum of the following:—(a) The current domestic value in the country of origin; (b) charges for placing goods f.o.b. at port of export to New Zealand; (c) 10 per cent. of the sum of (a) + (b),

(d) 10 per cent. of the sum of the foregoing amounts. The Act will come into force on a date to be proclaimed after reciprocal provisions have been made by the Government of New Zealand. Proposals regarding a preferential tariff treaty with Canada are under consideration.

The tariff list of 1920-21 included a number of duties to come into operation on specified dates subsequent to the 16th December, 1921, the date of assent to the Act, and it is provided that any of these duties may be deferred upon the recommendation of the Tariff Board until the date when in the opinion of the Board, the goods will be produced locally in reasonable quantities and of satisfactory quality. The items in respect of which deferred duties were imposed include iron and steel sheets, plain, corrugated, and galvanised; hoop-iron and other items of metal manufactures; aeroplanes; ships; soda, citric and tartaric acid, and cream of tartar; writing paper; woollen yarns.

The Department of Trade and Customs issues an official guide to the tariff which shows in detail a classification, for purposes of duty, of all articles of import, and the rates of tax.

The Customs Tariff (Industries Preservation) Act, 1921-22, provides for the imposition of special customs duties to prevent the dumping of foreign goods in Australia to the detriment of local industries and to safeguard the preference accorded to the United Kingdom under the tariff. These duties, which are additional to those payable under the tariff, may be imposed, on the recommendation of the Tariff Board, in respect of the following:—(Sec. 4) goods sold for export at less than the fair market value in the exporting country, or (Sec. 5) below the price which may be considered reasonable in view of the costs of production, etc.; (Secs. 6 and 11) goods consigned to Australia to be sold at less than a reasonable selling price; (Sec. 7) goods carried in subsidised ships, or as ballast at rates lower than the prevailing rates of freight, or carried freight free; (Sec. 8) goods from a country in which the exchange value of the currency has depreciated to such an extent as to enable goods to be sold to an importer in Australia at prices detrimental to Australian industries; (Sec. 9) goods of a kind produced in the United Kingdom which, by reason of a depreciation in the exchange value of the currency of the country of origin in comparison with the currency of the United Kingdom, are sold to an importer in Australia at a price detrimental to British industry; (Sec. 10) goods manufactured from material supplied from a country, of which the currency has depreciated, and sold to an importer in Australia at a price below the price of similar goods made from material produced in the country of manufacture.

The amount of special duty under Section 7 is 5 per cent. of the fair market value of the goods at the time of shipment, and generally, the special duties under other sections are sufficient to remove the advantage which dumped goods would have in comparison with other goods of a similar nature, if the special rates were not imposed.

Up to the end of March, 1924, dumping duty had been imposed on over 200 commodities. The number of notices published in the *Commonwealth Gazette* in respect of such duties was 180, of which 96 related to goods of German origin.

Customs and Excise Revenue.

The following statement shows the net amount of customs and excise revenue collected in New South Wales under each division of the tariff during 1922-23 and 1923-24, in comparison with the figures for 1913. Sydney is an important distributing centre for the whole of Australia, consequently the collections in New South Wales include receipts for goods

which, in the course of trade, were transferred to and consumed in other States. On the other hand, they do not include receipts for goods transferred from other parts of Australia for consumption in New South Wales:—

Tariff Division.	Net Collections.		
	1913.	1922-23.	1923-24.
Customs—	£	£	£
1. Stimulants, Ale, Beer, etc. ...	1,240,524	1,123,733	1,316,440
2. Narcotics	577,828	1,109,487	1,164,402
3. Sugar	61,592	4,629	4,230
4. Agricultural Products and Groceries ...	394,048	498,565	568,291
5. Apparel and Textiles	951,949	2,352,531	2,034,615
6. Metals and Machinery	700,277	1,363,246	1,684,235
7. Oils, Paints, and Varnishes	120,442	225,230	277,710
8. Earthenware, etc.	182,239	223,466	262,047
9. Drugs and Chemicals	54,741	219,856	203,088
10. Wood, Wicker, etc.	222,475	392,908	447,639
11. Jewellery and Fancy Goods	123,696	397,769	409,389
12. Leather and Rubber	168,874	554,725	717,464
13. Paper and Stationery	103,552	348,283	346,567
14. Vehicles	106,106	621,966	991,943
15. Musical Instruments	69,120	121,189	187,909
16. Miscellaneous	131,362	322,069	351,157
Other Receipts... ..	13,852	25,791	21,147
Total, Customs Duties	£5,222,677	£9,905,443	£10,988,303
Excise—			
Beer	282,367	2,074,181	2,052,083
Spirits	188,281	656,100	724,731
Sugar	300,877	...	...
Tobacco... ..	204,805	628,757	673,348
Cigars	1,083	17,910	20,613
Cigarettes	353,989	1,517,181	1,635,138
Licenses—Tobacco... ..	2,227	3,159	3,448
„ Other		1,566	1,550
Total, Excise Duties	£1,363,629	£4,898,854	£5,110,911
Total, Customs and Excise Duties ...	£6,586,306	£14,804,297	£16,099,214

The customs revenue increased by 110 per cent. during the period under review, and the excise revenue by 275 per cent. The excise duties now contribute 32 per cent. of the customs and excise revenue as compared with 21 per cent. in 1913. Over 47 per cent. of the customs and excise revenue in 1923-24 was obtained from duties on stimulants, etc., and narcotics, viz., £7,586,755, the figures for 1913 being £2,878,877 or 44 per cent. These amounts were equivalent to £3 8s. 8d., and £1 11s. 8d., per head of population in the respective years. [EJBMW]

Notwithstanding marked increases in the rates of duty, the customs collections in respect of stimulants, etc., increased by only 6 per cent. between 1913 and 1923-24. The excise on beer and spirits rose from £470,648 to £2,776,814. The excise revenue from tobacco and cigarettes also has increased in a remarkable degree. The duties in respect of the group apparel and textiles yielded the largest amount of the customs revenue in 1923-24, next in order being metals and machinery, stimulants, and narcotics.

The following table shows the net collections of Customs and Excise revenue during five years ended June, 1924 :—

Collections.	Year ended 30th June.				
	1920.	1921.	1922.	1923.	1924.
	£	£	£	£	£
Customs Duties.. ..	6,604,913	9,797,982	7,847,620	9,905,443	10,988,368
Excise Duties	4,011,019	5,023,018	5,062,809	4,894,129	5,105,913
Licenses	4,368	4,479	4,885	4,725	4,968
Total £	10,620,330	14,825,479	12,905,314	14,804,297	16,099,244
Per head of population	£ s. d. 5 4 2	£ s. d. 7 1 10	£ s. d. 6 1 3	£ s. d. 6 16 3	£ s. d. 7 5 8

The increase in the collections during the year ended 30th June, 1920, was due to the fact that large quantities of goods were taken out of bond in anticipation of the new customs and excise tariffs which came into operation in March, when the proposals were laid before Parliament. The following year was characterised by abnormally heavy importations on which increased duties were collected, causing the customs revenue to rise by over 4 millions sterling.

TRADE REPRESENTATION IN OVERSEA COUNTRIES.

The future of the oversea trade of Australia depends to a large extent upon the opening of new outlets for staple exports, and the development of markets in oversea countries, and the question of providing official trade representation abroad has received special attention in recent years. While the bulk of the direct trade was with the United Kingdom, trade representation in other countries was left for the most part to private initiative, and the only official representation was in London. But the steady development of trade with America and with Eastern countries has rendered it advisable to extend the sphere of trade representation. In the East especially a rapid industrial expansion has created an enormous demand for raw materials, and New South Wales and the other Australian States should, by reason of natural conditions and geographical position, become most important sources of supply.

In London New South Wales is represented by the Agent-General appointed by the State Government, and by the High Commissioner for Australia, who is the official representative of the Commonwealth. These officers undertake important administrative duties on behalf of the respective authorities, *e.g.*, the negotiation of loans, and the supervision of assisted immigration. Attention is given also to trade matters; commercial officers collect and supply trade intelligence and conduct investigations in regard to continental markets. A trade representative attached to the High Commissioner's office is stationed in Paris.

In 1918 the Commonwealth Government initiated a policy of extending its trade representation into foreign countries by the appointment of a Trade Commissioner in the United States, with headquarters in New York.

For many years New South Wales was represented in Eastern Asia by a Commercial Commissioner, with headquarters at Kobe, Japan, but in 1922 the office was abolished, the Commonwealth Government having made provision for trade representation in the Eastern Countries.

A Trade Commissioner, appointed by the British Board of Trade, is stationed at Sydney, and furnishes the Board with commercial information and advice with regard to openings for Imperial trade. A Trade Commissioner for France also resides in Sydney.

CHAMBERS OF COMMERCE.

Chambers of Commerce have been established by persons engaged in commercial pursuits in Sydney and in other trading centres throughout New South Wales, with the object of promoting the internal and external trade and commerce and the industries of the State. The Chambers consider questions connected with these matters, collect and circulate commercial and industrial information, undertake arbitration in trade disputes, and advance measures for the extension of commercial and industrial enterprise. In addition to individual members, the membership includes representatives of mercantile firms and societies and other organised bodies. There were 1,600 members of the Sydney Chamber of Commerce in 1923, and Chambers, numbering forty, in the following centres were affiliated:—Newcastle, Albury, Auburn, Ballina, Bankstown, Bathurst, Bexley, Bombala, Burwood, Byron Bay, Campsie, Canterbury, Casino, Copmanhurst and Upper Clarence, Cowra, Cronulla, Forbes, Goulburn, Grafton, Granville, Grenfell, Hornsby, Hurstville, Illawarra, Katoomba and Leura, Kempsey, Kogarah, Kyogle, Lismore, Liverpool, Maitland, Manilla, Molong, Mudgee, Orange, Parkes, Parramatta, Punchbowl, Rockdale, Yass.

SHIPPING.

OWING to the geographic position of New South Wales, the progress of the national industries is dependent to an unusual degree upon shipping facilities, and efficient transport services are essential to maintain regular and speedy communication and to place the staple products upon distant markets in a satisfactory condition without unduly increasing the cost. Improvement in the methods of carrying perishable products has promoted the growth of a permanent export trade in such commodities as frozen meat and butter; and in the construction of modern ships special provision is made for refrigerated cargo.

CONTROL OF SHIPPING.

Prior to the inauguration of the Commonwealth in 1901, the shipping of New South Wales was regulated partly by an Imperial enactment, the Merchant Shipping Act, 1894, and partly by the laws of the Parliament of New South Wales. Under the Commonwealth Constitution the Federal Parliament is empowered to make laws with respect to trade and commerce with other countries and among the States, including navigation and shipping, and in relation to such matters as lighthouses, lightships, beacons and buoys, and quarantine.

Special legislation relating to navigation and shipping is contained in the Federal Navigation Act, 1912-20. It is drafted on the lines of the Merchant Shipping Act and of the Navigation Acts of New South Wales and embodies the rules of an international convention for Safety of Life at Sea signed in London in 1914. The commencement of the Act was delayed on account of the war and it was brought into operation in sections as it contains provisions involving great changes in conditions, which if proclaimed simultaneously would cause difficulty in administration and would disorganise the shipping services.

The provisions of the Act apply to ships registered in Australia, also to other British ships on round voyages to or from Australia. The Governor-General may suspend its application to barges, fishing boats, pleasure yachts, missionary ships, or other vessels not carrying passengers or goods for hire; and the High Court of Australia has decided that clauses relating to manning, accommodation, and licensing do not apply to vessels engaged in purely intra-state trade.

The portion of the Act relating to the coasting trade was proclaimed on 1st July, 1921. A ship may not engage in the coasting trade of Australia unless licensed to do so, and a license may not be granted to a ship in receipt of a foreign subsidy. Licensees, during the time their ships are so engaged, are obliged to pay to the seamen wages at current rates ruling in Australia, and, in the case of foreign vessels, to comply with the same conditions as to manning and accommodation for the crew as are imposed on British ships. The manning scale of officers and seamen which must be provided is set forth in schedules of the Act, and the employment of aliens on British ships is restricted. Power is reserved to the Minister for Trade and Customs to grant permits, under certain conditions, to unlicensed British ships to engage in the coasting trade if a licensed British ship is not available for the service, or if the service by licensed shipping is inadequate. A permit may be continuing, or for a single voyage.

The accommodation, remuneration, and other conditions, as prescribed for licensed vessels in the coasting trade, are far in advance of the legal provisions for the well-being of the mercantile marine in any other country.

Consequently the Navigation Act has the practical effect of excluding from trade between Australian ports all except Australian vessels, though it does not prohibit specifically the licensing of ships of other nationalities, unless in receipt of foreign subsidy.

A section of the Act prescribes that all vessels engaged in interstate and oversea trade, of at least 1,600 tons (gross), or carrying more than twelve passengers, must carry an approved wireless installation and one or more certificated operators and watchers according to the class of ship and the nature of the trade in which it is engaged.

On 1st March, 1922, sections of the Act relating to the employment of seamen became operative. Stringent provisions were made for regulating the engagement and discharge of seamen, and to guard against malpractices such as "crimping", to protect the rights of persons engaged in seafaring occupations, and to ensure efficiency in regard to rating.

Ships engaged in interstate and oversea trade carrying at least 100 persons on voyages where the distance between consecutive ports of call exceeds 650 miles are required to carry a duly qualified medical practitioner, or if carrying ten and less than 100 persons, a person qualified to render "first aid."

During 1923 sections of the Act were proclaimed in relation to the issue of certificates of competency to officers, the seaworthy condition of ships, provision for safety of life at sea, wrecks and salvage, Courts of Marine Inquiry, the supervision of the health of seamen, the protection of their property, and the relief of distress amongst seamen and their families. Practically the only important part of the Navigation Act which has not yet been brought into operation is that relating to pilotage, which is regulated under the State Navigation Act of 1901.

The State Department of Navigation exercises control over the ports of New South Wales and administers the Wharfrage and Tonnage Act, 1920, which authorises the collection of shipping rates and port dues, except in Sydney Harbour, which is subject to the control of the Sydney Harbour Trust.

Matters relating to seaboard quarantine are administered by the Commonwealth in terms of the Quarantine Act, 1908-20, and arrangements may be made with the State Government to aid in carrying out the law. The Act defines the vessels, persons, animals, plants, and goods which are subject to quarantine, and provides for examination, detention, and segregation in order to prevent the introduction or spread of diseases or pests. Imported animals or plants may not be landed without a permit granted by a quarantine officer. The master, owner, and agent of a vessel ordered into quarantine are severally responsible for the expenses, but the Commonwealth Government may undertake to bear the cost in respect of vessels trading exclusively between Australasian ports. Quarantine expenses in the case of animals and goods are defrayed by the importer or owner.

Vessels arriving from oversea ports are examined by quarantine officers only at the first port of call in Australia unless they have travelled along the northern trade route, when they are inspected again at the last port of call. The quarantine station of New South Wales is situated in Sydney Harbour, near the entrance to the port.

The liability of shipowners, charterers, etc., in regard to the transportation of goods is defined by the Sea Carriage Acts passed by the State and the Commonwealth Parliaments. The State Act passed in 1921 applies to the intra-state trade. It nullifies clauses in bills of lading or similar documents which purport to relieve the shipowner or charterer from liability for loss or damage to goods arising from the improper condition of any part of the ship in which cargo is carried, or arising from negligence in the handling or care of the goods; or to lessen the obligations of the shipowner or charterer to exercise due diligence, to man and equip the ship, to keep it seaworthy, and

to keep in a fit state the hold, refrigerating chambers, and other parts in which cargo is carried; or to lessen the obligations of the master, agent, or servants of a ship, to handle the goods carefully and to deliver them properly.

The Commonwealth Act, passed in 1904 applied similar provisions in relation to the interstate trade and to the outward oversea trade of Australia. It was replaced in 1924 by an Act which embodies general rules relating to bills of lading, recommended by an international conference on maritime law in 1922 and adopted in Great Britain and in other parts of the British Empire. The Act provides also that a bill of lading issued in Australia to a place outside is subject to Australian law, and that any stipulation in a bill of lading from a country outside Australia purporting to lessen the jurisdiction of Australian Courts is void. Another important provision of the Act prescribes that a bill of lading issued in accordance with the rules, when the carrier or his agent receives goods for shipment, shall be capable of negotiation as if it were a bill issued after shipment.

OVERSEA AND INTERSTATE SHIPPING.

The figures in this chapter relating to shipping are exclusive of particulars concerning ships of war, cable-laying vessels, and yachts, which are not included in the official shipping records. Where tonnage is quoted it is net tonnage.

Vessels Entered and Cleared.

In compiling the records of oversea and interstate shipping, a vessel is treated as an entry once and as a clearance once for each voyage to and from New South Wales, being entered at the first port of call, and cleared at the port from which it departs. The repeated voyages of every vessel are included.

The aggregate number and tonnage of interstate and oversea vessels which arrived in and departed from ports of New South Wales in various years since 1901, with the average net tonnage per vessel, are shown in the following statement:—

Year ended 30th June.	Entries.		Clearances.		Average Tonnage per Vessel.
	Vessels.	Net Tonnage.	Vessels.	Net Tonnage.	
1901*	2,760	4,133,200	2,853	4,274,101	1,498
1906*	2,893	5,283,719	2,883	5,275,031	1,828
1911*	3,127	6,822,135	3,146	6,833,782	2,177
1913*	3,393	8,117,501	3,375	8,071,101	2,392
1916	3,045	6,552,235	3,062	6,574,582	2,149
1918	2,226	4,407,399	2,235	4,417,390	1,978
1921	3,019	7,123,331	3,023	7,122,209	2,358
1922	2,891	7,182,341	2,883	7,065,996	2,468
1923	3,031	8,326,182	3,012	8,260,309	2,745
1924	3,313	8,908,077	3,320	8,985,707	2,698

* Year ended 31st December.

The shipping trade of New South Wales increased rapidly during the three years before the war, and the tonnage entered in 1913 was greater by 4,000,000, or by 96 per cent., than in 1901. During the war period, abnormal conditions caused the tonnage to decline in each year, until in 1917-18 it was only 274,000 tons greater than in 1901. Trade commenced to improve in 1919, and the improvement has continued so that in 1923-24, although the entries were 80 less than in 1913, the net tonnage was greater by nearly 800,000 tons.

The average size of the vessels engaged in trade with New South Wales rose from 1,500 tons in 1901 to 2,400 tons in 1913, then declined to 1,900 tons during the war period, when scarcity of shipping caused smaller vessels to be commissioned for oversea voyages. The average has since risen above the pre-war figure, and in 1923-24 was 2,698 tons.

A noticeable feature of the shipping records of New South Wales is the large proportion of tonnage entering in ballast and the small proportion which clears without cargo. The majority of empty ships come from ports of the neighbouring States and New Zealand, where, in some cases, they have delivered a general cargo and have cleared for Newcastle, in this State, to load coal. In 1923-24 the tonnage entered in ballast amounted to 1,420,050 tons, or 15.9 per cent. of the total entries, and 526,554 tons, or 5.9 per cent., were cleared without cargo.

Sailing vessels are not engaged extensively in the trade of New South Wales, and they represented less than 1 per cent. of the total tonnage in 1923-24 when the entries included 56 sailers with an aggregate tonnage of 73,466 tons, and the clearances 66 vessels, 88,260 tons.

A comparison of the shipping of the Australian States shows that the tonnage trading to and from New South Wales is far in excess of the figures of any other State. The following statement shows the entries and clearances during the year ended 30th June, 1924, exclusive of the coastal trade:—

State.	Oversea and Interstate.			
	Entries.		Clearances.	
	Vessels.	Net Tonnage.	Vessels.	Net Tonnage.
New South Wales	3,313	8,908,077	3,320	8,985,707
Victoria	2,663	6,782,495	2,676	6,749,873
Queensland	955	2,718,226	955	2,676,115
South Australia	1,324	4,590,931	1,331	4,576,382
Western Australia	673	3,097,386	673	3,101,166
Tasmania	1,250	1,383,987	1,238	1,373,199
Northern Territory	35	96,099	34	96,004

NATIONALITY OF VESSELS.

The trade of the State of New South Wales, to a very great extent, is carried under the British flag, the deep-sea trade with the mother country and British possessions being controlled chiefly by shipowners of the United Kingdom, and the interstate trade by local shipowners. The table below distinguishes British and foreign shipping at intervals since 1901.

Year ended 30th June.	Net Tonnage Entered and Cleared.				Percentage.		
	Australian.	Other British.	Foreign.	Total.	Australian.	Other British.	Foreign.
1901*	3,348,502	3,714,217	1,344,582	8,407,301	39.8	44.2	16.0
1906*	3,899,230	4,920,850	1,738,670	10,558,750	36.9	46.6	16.5
1911*	4,645,195	6,594,649	2,416,073	13,655,917	34.0	48.3	17.7
1913*	5,711,398	7,470,714	3,006,490	16,188,602	35.3	46.1	18.6
1916	5,503,406	6,079,371	1,544,040	13,126,817	41.9	46.3	11.8
1917	4,833,745	5,438,016	1,334,343	11,606,134	41.6	46.9	11.5
1918	4,265,496	3,348,204	1,211,089	8,824,789	48.4	37.9	13.7
1919	3,703,322	3,732,713	1,317,586	8,753,621	42.3	42.6	15.1
1920	3,329,412	5,755,223	1,652,154	10,736,789	31.0	53.6	15.4
1921	4,739,555	6,739,914	2,766,071	14,245,540	33.3	47.3	19.4
1922	5,659,061	6,823,443	1,765,833	14,248,337	39.7	47.9	12.4
1923	5,824,694	8,348,022	2,413,775	16,586,491	35.1	50.3	14.6
1924	6,739,951	8,512,086	2,641,747	17,893,784	37.7	47.6	14.7

* Year ended 31st December.

The decline in the percentage of Australian tonnage between 1918 and 1920 was mainly the result of an arrangement by which the interstate steamers were requisitioned by the Commonwealth Government in April, 1918, and were run as one fleet. Thus it was possible to release from the interstate trade a number of vessels representing approximately 45 per cent. of the interstate tonnage, and to dispatch them to oversea ports. The steamers were released from Government control two years later, but the owners who are associated as the Australian Steamship Owners' Federation continue to run them as one fleet. During the last four years there has been a marked increase in the Australian tonnage and in the year ended June, 1924, it was larger by over 1,000,000 tons than in 1913.

The "Other British" tonnage has increased largely since 1918, and the volume of foreign shipping shows a tendency to rise.

Particulars relating to the nationality of vessels engaged in trade with New South Wales in 1913, and in the last two years, are shown in greater detail in the following statement:—

Nationality of Shipping.	Entries and Clearances.						Net Tonnage— Percentage of each Nationality.		
	1913.*		1922-23.		1923-24.		1913.*	1922-23.	1923-24.
	Vessels.	Net Tonnage.	Vessels.	Net Tonnage.	Vessels.	Net Tonnage.			
British—									
Australian	3,231	5,711,398	3,080	5,824,694	3,671	6,739,951	35·3	35·1	37·7
New Zealand	771	1,359,138	284	248,641	247	521,742	8·4	1·5	2·9
United Kingdom ..	1,589	6,081,117	1,682	7,548,341	1,703	7,557,259	37·5	45·5	42·2
Other British	22	30,459	202	550,540	180	433,085	·2	3·3	2·4
Total	5,613	13,182,112	5,248	14,172,716	5,801	15,252,037	81·4	85·4	85·2
Foreign—									
Denmark	2	768	18	62,317	32	112,676	·0	·4	·6
France	150	313,252	110	230,629	95	209,415	1·9	1·4	1·2
Germany	487	1,533,728	30	81,127	40	139,801	9·5	·5	·8
Italy	29	47,770	28	101,364	38	154,048	·3	·6	·9
Netherlands	52	128,870	111	397,372	103	373,910	·8	2·4	2·1
Norway	183	353,843	93	247,778	105	297,425	2·2	1·5	1·7
Sweden	23	57,643	59	166,964	87	252,292	·4	1·0	1·4
Japan	103	332,471	186	616,898	155	538,438	2·0	3·7	3·0
United States of America	76	148,853	143	473,728	149	458,059	·9	2·9	2·7
Other Nationalities	50	89,292	17	35,598	28	80,683	·6	·2	·4
Total	1,155	3,006,490	795	2,413,775	832	2,641,747	18·6	14·6	14·8
Grand Total	6,768	16,188,602	6,043	16,586,491	6,633	17,893,784	100·0	100·0	100·0

* Year ended 31st December.

The proportion of Australian tonnage in 1923-24 was higher than in 1913. The tonnage owned in the United Kingdom also was higher, absolutely and relatively, than before the war, though in 1923-24 the proportion was lower than in the preceding year. There was a decided decrease in New Zealand tonnage between 1913 and 1922, and it is still less than half the previous tonnage, notwithstanding a marked improvement during the year

1923-24. The shipping classified as other British has increased mainly as a result of the inauguration of services by Canadian lines, of which the tonnage, 260,374, in 1923-24, represented 1·5 per cent. of the total entries and clearances.

In 1913 the largest proportion of foreign tonnage was German, amounting to 9·5 per cent. of the total shipping. German ships were excluded in 1914, and did not re-enter the trade until 1922-23. Their tonnage represented '8 per cent. of the total tonnage in 1923-24. During the war period, Japanese and American tonnage began to take an important part in the oversea trade of New South Wales, and between 1913 and 1920-21 the Japanese tonnage rose from 2 per cent. to 8·1 per cent., and the United States from 9 per cent. to 4·2 per cent. In the succeeding years there has been a decrease, especially in respect of the Japanese tonnage, indicating that much of the trade supplied by Japan as a result of the war conditions is reverting to other countries.

French tonnage has declined since the war, but steamers of that nationality are gradually resuming regular services to Australia. Italian lines have established regular services, and are absorbing an increasing proportion of the oversea trade of the State. Other European countries with increased tonnage in the trade of New South Wales are the Netherlands, Denmark, and Sweden.

The foreign tonnage in 1923-24 was 14·8 per cent. of the total, as compared with 14·6 per cent. in the previous year, and 18·6 in 1913, and there are indications that foreign shipowners are endeavouring to increase the direct trade between Australia and their respective countries.

In 1923-24, of the Australian tonnage, 5,833,687 tons, or 87 per cent., represented entries and clearances in interstate trade, and 906,264 tons in oversea trade, the tonnage to and from the United Kingdom being 384,459 tons, and New Zealand 265,522. Of the other British tonnage, including ships owned in the United Kingdom, 2,697,481 tons were entered from and cleared for interstate ports, and 2,443,001 tons plied between Australia and the United Kingdom. The tonnage belonging to other nations was employed chiefly in the foreign trade.

DIRECTION OF SHIPPING TRADE.

The shipping records do not disclose the full extent of communication between New South Wales and other countries, as they relate only to terminal ports and are exclusive of the trade with intermediate ports, of which some are visited regularly by many vessels on both outward and inward journeys. But the following statement of the tonnage entered from and cleared for interstate ports and oversea countries, grouped according to geographical position, indicates, as far as practicable, the growth or decline of shipping along the main trade routes since 1913:—

Country.	1913.		1922-23.		1923-1924.	
	Vessels.	Tonnage.	Vessels.	Tonnage.	Vessels.	Tonnage.
Australian States	3,931	8,087,899	3,743	8,780,249	4,162	9,526,144
New Zealand	649	1,453,215	453	995,571	663	1,493,455
Europe	803	3,440,944	663	3,575,734	613	3,431,434
Africa	69	149,074	50	124,470	27	65,917
Asia and Pacific Islands ...	734	1,566,433	751	1,706,334	752	1,818,316
North and Central America ...	281	818,301	341	1,307,860	359	1,429,472
South America	301	672,736	42	96,273	57	129,046
Total	6,768	16,188,602	6,043	16,586,491	6,633	17,893,784

Shipping to and from the other Australian States in 1923-24 was greater by 745,000 tons than in the previous year. There was a marked increase in respect of the New Zealand trade, which had been declining for some years. Tonnage to and from the United Kingdom and other European countries was somewhat lower than in 1922-23, and in 1913. Trade along the Eastern and Pacific Island trade routes increased in 1923-24, being 252,000 tons higher than in 1913. The tonnage engaged in trade with North and Central America was much higher than in 1913, but the South American trade, which was mainly for the export of coal, has lost its former importance.

The interstate and oversea trade of New South Wales is confined practically to three centres, viz., Sydney, Newcastle and Port Kembla, and the distribution amongst the ports of the inward trade in 1913, and in the last five years, is shown in the following table. On each voyage a vessel is counted as an entry only at the first port of call in New South Wales and intra-state trade is excluded, therefore the figures do not indicate the total tonnage entered at each port.

Year ended 30th June.	Port Jackson (Sydney).		Port Hunter (Newcastle).		Port Kembla.		Other Ports.	
	Vessels.	Tonnage.	Vessels.	Tonnage.	Vessels.	Tonnage.	Vessels.	Tonnage.
1913*	2,275	6,174,321	906	1,771,032	67	87,488	145	84,660
1920	1,487	3,812,772	696	1,460,916	36	71,162	29	11,226
1921	1,869	4,776,182	1,082	2,255,040	42	85,514	26	6,595
1922	1,811	4,984,876	985	2,066,868	53	116,593	42	14,004
1923	2,057	6,104,733	854	2,017,729	76	193,129	44	7,600
1924	2,163	6,371,362	1,012	2,315,187	83	193,672	54	17,856

* Year ended 31st December.

Many vessels, including steamers engaged regularly in the trade of New South Wales, discharge cargo at Sydney, then proceed to Newcastle for coal. Such vessels are counted as entries at Sydney only, therefore the inward shipping of Newcastle is greatly in excess of the tonnage stated in the table. The trade of Port Kembla has increased as a result of the establishment of important industries in the locality. The decline in the inward trade of other ports, as compared with the year 1913, is due mainly to the omission of Twofold Bay as a port of call for interstate vessels.

HARBOURS AND ANCHORAGES.

Along the coast of New South Wales, there are numerous ports, estuaries, and roadsteads, which provide shelter to shipping and afford facilities for trade.

There are four natural harbours where vessels of deep draught may enter, viz., Port Stephens, Broken Bay, Port Jackson (Sydney Harbour) and Jervis Bay. Port Jackson ranks first by reason of extent, natural facilities, and volume of trade. Artificial harbours have been constructed at Coff's Harbour, Wollongong, Port Kembla, Shellharbour, Kiama, and Ulladulla. With the exception of Port Kembla, they are useful only for small vessels. There are a number of estuarine harbours, but the entrances are usually blocked to some extent by sandbars, formed by the combined action of ocean currents and waves and wind. There are also numerous roadsteads or anchorages which afford shelter to vessels of moderate draught during southerly or south-easterly weather. Breakwaters and training-walls have

been constructed to control the sand movement at the majority of the bar harbours, so that the navigating channels may be maintained with little difficulty.

Sydney Harbour.

Port Jackson (Sydney Harbour) is the principal port of New South Wales. It has a safe entrance and deep waters, and its steep foreshores provide good shelter for vessels at anchor. It is almost landlocked, resembling a lake rather than a seaport. The entrance, which is three-quarters of a mile wide, lies between bluff headlands, and faces eastward, so that it is protected considerably from southerly gales, which expend their violence on North Head instead of sweeping directly into the harbour to the inconvenience of shipping.

At the Heads the depth of water is not less than 80 feet at low water, ordinary spring tide. Near the entrance the fairway divides into two channels about half a mile long and over 700 feet wide. The depth is 40 feet, and it could be increased if required, as the bottom is sand and the channels do not silt up when deepened. Very little allowance need be made for scend, as the channels are protected by the headlands. They are well lighted and, by night as well as by day, they are navigable by the largest vessels afloat.

The total area of Port Jackson is 14,284 acres, or about 22 square miles. The coastline, being irregular, is over 188 miles in length, and gives facilities for extensive wharfrage. The area which may be designated the harbour proper, embraced by 75 miles of foreshores, *i.e.*, below the Iron Cove, Parramatta River, and Lane Cove bridges, and the Spit, Middle Harbour, covers 8,980 acres. About three thousand acres have a depth ranging from 35 to 160 feet at low water, ordinary spring tide, and excluding the fairway and the bays in which most of the shipping is accommodated at present, there are over 1,000 acres suitable for anchoring deep-sea vessels. The rise and fall of the tide in the harbour is from about 3 feet to 6 feet.

The control of the Port was vested in the Sydney Harbour Trust in the year 1901. Previously the wharves, with few exceptions, were under private control. The wharfrage had been constructed and the foreshores laid out, without system or co-ordination, to meet individual requirements, and the condition of the waterside had become so insanitary as to constitute a serious menace to the health of the City. Therefore, the Government resumed all the wharves and adjoining properties and constituted the Trust. It consists of three Commissioners appointed for a term of seven years, with control over the port and shipping, harbour lights, buoys and wharves, and authority to undertake works for the preservation and improvement of the port, to appropriate wharves, stores, etc., to special uses, and to levy rates and charges in respect of vessels and goods, and for the use of property.

The Trust was debited with the value of the resumed property and improvements, amounting to £4,700,000, and, by reason of extensive improvements effected under a comprehensive scheme of reconstruction, the capital debt, as at 30th June, 1924, was £10,417,859. The shipping accommodation has been largely remodelled, old wharves being replaced and new wharves and jetties and sheds constructed to keep pace with a rapidly increasing trade. The depth of water has been increased in various parts of the harbour, a sea-wall has been built, the approaches have been improved, and a roadway, 100 feet wide, has been constructed along portion of the water-front. Amongst the property under the administration of the Harbour Trust is a considerable area adjoining the water-front, embracing dwellings, shops, and stores. The area has been improved greatly

by the demolition of old buildings to permit the widening of the streets and the erection of modern dwellings and of business premises and stores.

The principal wharves are situated in close proximity to the business centre of the city, about 4 or 5 miles from the Heads. Excluding ferry wharves and jetties used for private purposes, there are 60,573 feet of wharfage under the control of the Trust. The principal wharves are leased to the various shipping companies whose vessels engage regularly in the trade of the port, and open wharves are reserved for vessels which visit the port occasionally.

The location of the wharves and the berthing accommodation as at 1st March, 1925, are shown below :—

Locality.	Number of Berths.	Length of Berths.
		ft.
Woolloomooloo Bay	13	5,788
Circular Quay	8	3,677
Walsh Bay	11	7,524
Darling Harbour to Johnston's Bay ...	92	33,896
Blackwattle Bay	25	4,138
Rozelle Bay	10	1,315
Glebe Island and White Bay	12	4,235
Total	171	60,573

The berths in Woolloomooloo Bay are used in connection with a general overseas trade. Commodious sheds have been erected on the wharves and electric conveyors installed. The southern portion of Circular Quay is used for ferry traffic, but eight berths are available on the eastern and western sides for large overseas steamers. In Walsh Bay the waters are deep, and advantage was taken of the steep shore to increase the capacity of the jetties by erecting sheds of two storeys, the upper floors having access by means of bridges to streets on a higher level. Darling Harbour is the main shipping locality. It contains 56 berths of an aggregate length of 20,367 feet, and some of them are directly connected with the railway system.

On a spit of land, known as Glebe Island, lying between Rozelle Bay and White Bay, works have been constructed to facilitate the shipment of wheat in bulk. Grain brought by rail from the country districts may be unloaded from the trucks, at the rate of 80,000 bushels per hour, into a large terminal elevator having a capacity of 6,500,000 bushels, and it may be delivered from the elevator into the holds of vessels at the rate of 60,000 bushels per hour, four vessels being loaded simultaneously.

Special facilities are available along the waterside for other important classes of trade, such as wool stores fitted with appliances to expedite the handling of the staple product, and accommodation is reserved for the storage of copra and explosives. By private enterprise, a plant has been installed at Ball's Head, where bunkers may be replenished rapidly with coal or oil.

The wharves are situated on the southern shore of the port, and the northern is used mainly for residential sites. In 1922 the Sydney Harbour Bridge Act was passed, and in accordance with its provisions tenders were invited for the construction of a bridge to span the harbour from Dawes Point to Milson's Point. A tender for the construction of an arch bridge was accepted, the contract price being £4,217,721. The bridge will provide for pedestrian, vehicular and railway traffic, and is expected to be completed in 1930. It is estimated that the approaches to the bridge will cost a further sum of £1,275,000, and land resumptions £250,000. When the bridge is built it is probable that wharfage will be provided on the northern shore.

There are nine islands in Port Jackson. Four are reserved as public pleasure resorts. Garden Island is used as a depôt by the Australian Navy, and Goat Island by the Harbour Trust, whose fire-fighting appliances, including three vessels, are stationed there. Large graving docks are situated on Cockatoo Island, and Spectacle Island is used for the storage of explosives. Fort Denison, used formerly for defence purposes, is now a lighthouse.

An account of the dock accommodation provided in Sydney Harbour is shown on a later page.

The number and tonnage of vessels which entered Sydney Harbour during the last five years, as recorded by the Harbour Trust, are shown below. The figures differ from those in the table on page 170, as they include vessels engaged in the coastal trade, also vessels which do not report to the Customs authorities on return from a journey to Newcastle for bunker coal:—

Year ended 30th June.	Coastal.		Oversea and Interstate.		Total Trade.	
	Number.	Net Tonnage.	Number.	Net Tonnage.	Number.	Net Tonnage.
1920	5,863	1,415,525	1,742	4,387,859	7,545	5,803,384
1921	6,493	1,634,493	2,205	5,601,760	8,698	7,236,253
1922	6,240	1,532,243	2,242	6,009,118	8,482	7,541,361
1923	5,874	1,611,531	2,503	7,201,901	8,377	8,813,432
1924	5,925	1,657,749	2,593	7,364,288	8,518	9,022,037

There was a marked increase in the number and tonnage of vessels entering the harbour in 1920-21, when the oversea trade of the State was exceptionally large. In the following years the tonnage was greater, though the number of vessels declined. The net tonnage in 1923-24 was greater by 208,605 tons than in the previous year. The average net tonnage of the oversea and interstate steamers in 1923-24 was 2,874 tons, as compared with 2,620 in 1913.

The proportion of sailing vessels is decreasing rapidly, and the number which entered in 1923-24 was only 124, with a tonnage of 72,739, as compared with 332 vessels and a tonnage of 169,024 in 1917-18.

The following statement shows the latest tonnage figures, including coastwise, for the principal ports of Australasia and the United Kingdom. The figures include tonnage which arrived at the respective ports, although not recorded as entered by the Customs Department:—

Port.	Tonnage. Arrivals incl. Coastwise.	Port.	Tonnage. Arrivals incl. Coastwise.
<i>Australia—</i>		<i>England—</i>	
Sydney	9,022,037	London	19,752,927
Melbourne	6,918,101	Liverpool (including	
Newcastle	5,201,922	Birkenhead)	14,432,868
Port Adelaide	4,193,025	Cardiff	10,284,613
Brisbane	3,064,860	Newcastle and Shields	10,367,066
Fremantle	2,707,991	Southampton	7,983,627
Townsville	1,153,705	Hull	5,676,848
Albany	516,031	Newport	3,477,570
Hobart	757,078	<i>Scotland—</i>	
Port Kembla	571,732	Glasgow	5,389,298
		Leith	2,079,057
<i>New Zealand—</i>		<i>Ireland—</i>	
Wellington	2,985,743	Dublin	3,031,300
Auckland	2,134,918	Belfast	3,164,646
Lyttelton	1,850,219	Cork	3,461,329

The revenue and expenditure by the Sydney Harbour Trust during each of the last five years are shown in the following statement, also the capital debt at the end of each year :—

Year ended 30th June.	Capital Debt.	Revenue.	Expenditure.				Surplus.
			Working Expenses.	Renewals and Re- placements.	Interest.	Total Ex- penditure.	
	£	£	£	£	£	£	£
1920	8,959,887	658,313	186,458	19,992	353,037	559,487	98,826
1921	9,449,213	797,211	224,676	20,988	438,210	682,974	114,237
1922	9,868,165	827,122	236,058	25,062	488,552	749,672	77,450
1923	10,129,113	852,242	229,849	23,766	514,756	768,371	83,871
1924	10,417,859	897,357	247,007	20,877	528,743	805,627	91,730

During the year 1923–24, the revenue represented 8·74 per cent. of the capital debt, and the ratio of working expenses to the revenue was 27·5 per cent. After deducting interest charges and the expenditure from the Public Works Fund on renewals and replacements, there was a surplus on the year's transactions of £91,730.

The principal sources of revenue in 1923–24 were wharfage rates, which amounted to £553,296, and rents for wharves, jetties, stores, etc., £182,696. The chief items of revenue expenditure were head office salaries and pensions, £82,058, maintenance of property, £60,297, and dredging, £17,237.

Newcastle Harbour.

Newcastle Harbour (Port Hunter) is the second port of New South Wales and the third port of Australia in regard to the volume of its shipping trade. The harbour lies in the course of the Hunter River, and its limits are not defined, but an area of about 990 acres is enclosed by about 8 miles of coast-line, extending on the western side as far as Port Waratah, omitting Throsby Creek, and on the eastern side to a point due east of the southern end of Moscheto Island. The area used by shipping is about 570 acres, excluding the entrance to the harbour and the inner basin, which together cover an area of 162 acres. The width at the entrance is 19 chains, and the navigable channel is 350 feet wide. The minimum depth is 23 feet 6 inches at low water ordinary spring tide, but vessels which draw 27 feet can enter at high water. It is proposed to increase the depth at the entrance to 32 feet.

The harbour is landlocked sufficiently to render it safe for vessels in all kinds of weather, and breakwaters have been erected to improve the entrance and to prevent the ingress of sand from the ocean beaches.

Newcastle is primarily a coal loading port, and the proximity of the coalfields has led to the establishment of important industries, including iron and steel works, in the district, so that trade in other commodities is likely to develop steadily. Arrangements have been made for the shipment of butter produced in the northern dairying districts. Frozen meat also may be dispatched, and a wharf is available for timber.

Wharfage accommodation to the extent of 22,572 feet is provided; 10,138 feet are used for the shipment of coal, 7,295 feet for general cargo, 2,428 feet for Government purposes, and 2,711 feet are leased. There are 98 mooring dolphins and jetties for vessels awaiting cargo. The general cargo wharves are connected with the main railway system. The railway extends along the coal wharves also.

Other Ports.

The shipping trade of the ports of New South Wales, other than Sydney and Newcastle, is relatively small, and only a brief account of these harbours

and anchorages is given hereunder, in the order in which they occur along the coast. Particulars regarding the depth of water at the entrances and the wharfage accommodation were published in the 1921 issue of the "Year Book," at page 283.

The most northerly port is the estuary of the Tweed River. Its entrance is formed by breakwaters, but the channel is almost blocked by a sandy bar, where the average depth at low water is only 5 feet. Byron Bay provides fair shelter during off-shore winds, the depth of water at the ocean jetty being 19 feet. The estuaries of the Richmond and Clarence Rivers are bar harbours. On the Richmond River bar the average depth at low water is 12 feet, and the river is navigable by small vessels as far as Lismore, 65 miles from the sea. The bar at the entrance to the Clarence River is somewhat shallower, but vessels of 14 feet draught may navigate the river as far as Grafton (48 miles). Woolgoolga gives protection to small vessels in southerly weather. At Coff's Harbour breakwaters are under construction to form a harbour for the rich Dorrigo district by connecting small islands in the vicinity with the mainland. When complete, a harbour of 222 acres will be available, and 97 acres will give a minimum depth of 24 feet.

The bar harbours which form the estuaries of the Bellinger and Nambucca Rivers are used only by vessels of light draught. Trial Bay generally affords safe anchorage and shelter for coastal vessels. The Macleay River, which discharges into Trial Bay, is navigable by small vessels for 30 miles. Port Macquarie, at the mouth of the Hastings River, is a bar harbour for coastal vessels, but the entrance is rendered somewhat dangerous by shifting banks of sand. Between Port Macquarie and Port Stephens small vessels are afforded shelter at Camden Haven, Crowdy Bay, Harrington Inlet (at the mouth of the Manning River), Cape Hawke Harbour (Point Forster), and Sugarloaf Bay.

Port Stephens is 21 nautical miles north of Newcastle. At the entrance the depth is 30 feet and the width between the headlands is about 60 chains, the navigable width being 20 chains. The port extends westward for about 11 miles and is from 1 to 3 miles broad. Excluding the Karuah and Myall Rivers, which discharge into Port Stephens, the area enclosed by a coastline of 92 miles is about 32,000 acres. The eastern portion is somewhat obstructed by sandbanks, but there are channels between them giving access to secure landlocked anchorages. Salamander Bay, 5 miles from the entrance, is a spacious, well sheltered anchorage, with a depth ranging from 36 to 54 feet. Outside Port Stephens there is an anchorage known as Fly Road, where vessels can obtain excellent shelter in exceptionally heavy southerly weather, if they experience difficulty in entering the port. On account of its natural advantages, its proximity to the Maitland coal-fields, and its favourable position for connection with trunk railways, Port Stephens could be transformed into an important shipping centre.

Broken Bay, at the mouth of the Hawkesbury River, is also a good natural harbour, but on account of its proximity to Sydney Harbour it has not been developed. Broken Bay has three large branches, Brisbane Water, Hawkesbury Mouth and Pittwater. The area below the bridge where the main Northern railway crosses the Hawkesbury River, excluding Cowan, Mullet and Cockle Creeks, and Brisbane Water, extends over 14,500 acres and has a coastline of 62 miles. The entrance to Broken Bay is $2\frac{1}{2}$ miles wide, with deep water. The Hawkesbury River is navigable for 70 miles. Vessels of 9 feet draught may enter Brisbane Water. Pittwater is deep, but the entrance is blocked by a bar with a fairway depth of 9 feet.

To the south of Sydney lies Botany Bay, used mainly as a fishing ground and tourist resort. At the roadsteads Bulli and Bellambi, ocean jetties have

have been constructed for the shipment of coal. Wollongong has a small artificial shipping basin connected by rail with the Illawarra coal mines. A few miles further south a harbour for deep-sea vessels has been built at Port Kembla. The shipping area with a minimum depth of 24 feet is 256 acres, and there are 166 acres with 36 feet of water. Shellharbour is fit for small vessels only. At Kiama a small harbour is available for coastal steamers. At Crookhaven good anchorage may be obtained in 6 fathoms of water. Jervis Bay is 82 miles south of Sydney. Its area is about 48 square miles and the entrance is about $2\frac{1}{4}$ miles wide. About 38 square miles carry a depth over 24 feet, but only a small proportion of the area is suitable for anchorage in all weather, on account of the almost oval form of the bay and the few indentations in the coastline, which is only 31 miles in length. Darling Road and Montague Road are parts of the bay which afford shelter at all times. At Darling Road an area of land has been ceded to the Commonwealth Government as a port for Canberra, the Federal Capital.

Between Jervis and Twofold Bays there are a number of shipping places where small coastal steamers load dairy produce for the Sydney market, viz., Ulladulla, a small artificial harbour, Bateman Bay, Moruya River, Narooma (Wagonga Inlet), Bermagui, Tathra (the port of Bega), and Merimbula. Twofold Bay is near the southern extremity of the State. It affords good anchorage for fairly large vessels, but on account of the great width at the entrance, viz., 3 miles, and the comparatively small area of the bay, 7,580 acres, it would require extensive improvement to convert it into an efficient harbour.

RIVER TRAFFIC.

New South Wales has few inland waterways and although there is some river traffic its extent is not recorded. The coastal rivers especially in the northern districts are navigable for some distance by sea-going vessels and trade is carried further inland by means of smaller steamers and launches.

The use of the inland rivers for navigation depends mainly on seasonal conditions and, normally, the Murray River may be used by flat-bottomed barges and other small craft. Traffic on the Darling is intermittent. At certain times in seasons when the rainfall is sufficient to maintain a fair volume of water, barges carry wool and other products for a considerable distance. A scheme is in progress for the construction of storage dams, weirs and locks on the Murray, Murrumbidgee and Darling Rivers. The works are being constructed under an agreement between the Governments of the Commonwealth and of the States of New South Wales, Victoria, and South Australia. The scheme has been undertaken with the primary object of supplying water for the purposes of irrigation, but the agreement provides that except in times of unusual drought, sufficient water must be maintained in the weirs and locks to provide for navigation by vessels drawing 5 feet of water.

RATES OF FREIGHT.

Freight charges represent an important factor in the cost of marketing in overseas countries the products of the industries of New South Wales. Generally the rates charged by British lines of steamships are determined by organisations of shipowners. In regard to this matter, it is considered that the establishment of the Commonwealth Government Line has had the effect of stabilising rates, as the declared policy of the management is against increases unless current rates have proved unprofitable.

During the war period, rates of freight rose to an extraordinary level. The maximum for most commodities was reached in 1919, then the over-supply of shipping led to a general decline and the movement became steadily downward. The decrease is especially noticeable in regard to classes of cargo carried by

tramp steamers, e.g., wheat, for which freight was charged at £7 10s. per ton in 1920, and in the following year space was obtained at the rate of £2 6s. 8d. per ton. In each subsequent year there was a further decline.

The following statement shows the range of rates for the carriage of various commodities by steamer from Sydney to London in the last four years, as compared with the rates in 1913-14:—

Article.	1913-14.	1920-21.	1921-22.	1922-23.	1923-24.
Butter box 56 lb.	2s. to 2s. 6d.	6s.	6s. to 5s.	5s.	5s. to 4s. 6d.
Copra ton	42s. 6d.	225s. to 120s.	120s. to 80s.	80s. to 61s. 3d.	61s. 3d.
Hides lb.	50s. to 60s.†	1½d. to 1d.	1d. to ½d.	½d. to ¼d.	¼d.
Leather ton	80s.	270s. to 244s.	244s. to 200s.	200s. to 153s.	153s.
Mutton—Frozen lb.	½d. to 1½d.	1½d. + 5%	1½d. to 1½d.	1½d. to 1½d.	1½d. to 1½d.
Rabbits—Preserved .. ton	55s.	120s. to 105s.	105s. to 85s.	85s. to 70s.	70s.
Tallow "	47s. 6d.	180s. to 170s.	170s. to 130s.	130s. to 78s. 9d.	78s. 9d.
Wheat "	25s. to 37s. 6d.	120s. to 46s. 8d.	40s. 8d. to 35s.	35s. to 30s.	40s. to 26s.
Wool—Greasy lb.	½d.	1½d.	1½d. to 1½d.†	1½d. to 1½d.†	1½d.†
Measurement Goods—40 cub. ft.	40s. to 45s.	120s. to 105s.	105s. to 95s.	95s. to 70s.	70s.
Timber 100 sup. ft.	6s. 9d.	35s. to 22s.	22s. to 15s.	15s. to 11s.	11s.

† Per ton.

‡ Plus 5% primage, less 10% rebate.

A substantial decline occurred during the year ended June, 1923, but at the end of last season the rates were still much higher than in 1914. Wool was carried direct to Continental ports in Europe at the same rates as to London in 1923-24, but for cargo transhipped at London the rates were much higher. The rate for wool from Sydney to Japan was 1½d. per lb., less 10 per cent. rebate.

SHIPPING REGISTERS.

Shipping in New South Wales is registered in accordance with the Merchant Shipping Act of the Imperial Parliament, under sections which apply to the United Kingdom and to all British dominions. The Act prescribes that all British vessels engaged in trade must be registered, except those under 15 tons burthen employed in the coasting trade of the part of the British Empire in which the owners reside. Ships not legally registered are not entitled to recognition as British ships and are not permitted to proceed to sea. Although the registration of vessels under 15 tons is not compulsory, many small vessels are registered at the request of the owners, as registration facilitates the transaction of business for the purpose of sale or mortgage. The flag for merchant ships registered in Australia is the red ensign usually flown by British merchant vessels, defaced with the seven-pointed star of the Commonwealth and the five smaller white stars representing the Southern Cross.

The ports in New South Wales at which shipping registers are kept are Sydney and Newcastle. The following statement shows particulars regarding the shipping on the Registers, as at 30th June, 1924:—

Tonnage Class.	Steam.		Motor.		Sailing.		Total.	
	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.
Under 50 tons	260	6,019	200	2,165	205	2,818	665	11,002
50 and under 500 ...	207	32,662	2	167	74	11,477	283	41,306
500 " " 1,000 ...	27	19,474	...	...	10	7,961	37	27,435
1,000 " " 2,000 ...	26	41,980	...	...	3	3,479	29	45,459
2,000 and over	19	63,739	...	...	1	2,502	20	66,241
Total	539	163,874	202	2,332	293	28,237	1,034	194,443

Changes in respect of the registration in consequence of sales show that 103 vessels, with an aggregate tonnage of 55,844 tons (net), were sold during the year 1923-24. One hundred of a net tonnage of 50,185 tons being sold to British subjects, the transactions did not necessarily involve removal from the registers, as in the case of three vessels of 5,659 tons sold to foreigners. Excluding yachts, launches and boats, twelve vessels were imported from the United Kingdom, their aggregate value being £242,470; one from Jamaica, value £1,500; and one from the United States, value £2,375. Twelve vessels, of a total value of £360,900, were exported, including one built in Australia to France. Of the vessels built elsewhere four were exported to the United Kingdom, three to New Zealand, two to China, and two to Japan.

SHIPBUILDING AND REPAIRING.

Accommodation for building, fitting, and repairing ships, has been provided by State and private enterprise at Sydney and Newcastle, and at four other ports in New South Wales.

In Sydney Harbour there are four large graving docks, five floating docks, and seven patent slips. Two graving docks, the Fitzroy and the Sutherland, situated on Cockatoo Island, were under the control of the Government of New South Wales until February, 1913, when they were transferred to the Commonwealth. The Sutherland Dock is 633 feet long, and can accommodate a vessel with a breadth of 84 feet, and a draught of 30 feet. The Fitzroy Dock has an effective length of 490 feet, and its breadth is 45 feet. It can take vessels drawing 18 feet 3 inches. At Cockatoo Island there are also two patent slips, where vessels drawing 9 feet and 4 feet respectively may be slipped. The vessels docked at the Cockatoo Island docks during the year ended 30th June, 1924, numbered 124, including 48 warships; their gross tonnage was 366,296 tons. The vessels slipped numbered 58 with a gross tonnage of 1,874. A large number of vessels, including warships, have been constructed at Cockatoo Dockyard. The largest Australian-built steamer, the Fordsdale, 9,700 gross tonnage, was completed at Cockatoo Dockyard in February, 1924, for the Commonwealth Government Line. A sister ship, the Ferndale, was launched during the same year.

A private company, Mort's Dock and Engineering Company, Limited, owns two graving docks in Sydney Harbour, three floating docks and four patent slips. The Woolwich Dock is 550 feet long, and at high tide can take vessels drawing 28 feet; Mort's Dock is 640 feet long, and vessels drawing 16½ feet may be floated into it. The largest of the slips is 270 feet long; it can take a vessel weighing 1,600 tons gross, drawing 11 feet forward and 16 feet aft. The works of the Mort's Dock and Engineering Company are equipped with plant for shipbuilding, as well as for all classes of repairs.

There are two smaller docks, under private ownership, with a lifting power of 400 tons and 300 tons respectively, and the State Government maintains a slip with a lifting capacity of 100 tons.

At Newcastle there are two patent slips attached to the State Government Dockyard at Walsh Island, and three which are privately owned. Of the latter, the largest is 200 feet long and 40 feet wide; it can take vessels which weigh 800 tons, and draw 8 feet forward and 12 feet aft.

The works at Walsh Island were established on a site which was originally a sandspit, and had been built up by dredging from the bed of the Hunter

River. In 1913, after the Cockatoo Dockyard had been transferred to the Federal Government, workshops were erected at Walsh Island for the construction and repair of Government dredges and other vessels. Subsequently the establishment was extended, and provision was made for the construction of merchant ships and ferry steamers, and for other classes of engineering and iron work. The patent slips are 292 feet in length; one has a lifting power of 900 tons and the other 400 tons. During the year ended 30th June, 1924, 63 vessels, with a gross tonnage of 13,838 tons, were slipped at Walsh Island.

Graving docks under the control of the State Government are maintained at the ports of the Tweed, Richmond, Clarence and Manning Rivers to meet the requirements of vessels engaged in the coastal trade. The largest, at Richmond River, is 214 feet long and 45 feet wide; it can accommodate a vessel with a draught of 10 feet. Thirty-three vessels with a gross tonnage of 2,455 tons were docked at these ports during the year 1923-24.

The number and tonnage of steam and sailing vessels built in New South Wales are shown in the following statement since 1915.

Year.	Sailing.		Steam.		Motor.		Total.	
	Vessels.	Tonnage.	Vessels.	Tonnage.	Vessels.	Tonnage.	Vessels.	Tonnage.
1915	...	...	7	587	4	47	11	634
1916	2	184	8	355	6	14	16	685
1917	4	365	5	8,032	8	104	17	8,501
1917-18	2	390	6	4,132	5	380	13	4,812
1918-19	1	256	9	4,085	4	226	14	4,567
1919-20	2	248	22	31,105	14	487	38	31,840
1920-21	1	7	8	808	6	84	15	899
1921-22	4	37	10	6,619	10	82	24	6,738
1922-23	5	1,433	30	27,831	6	243	41	29,507
1923-24	3	2,850	20	33,615	5	69	28	36,534

Nineteen steamers and one sailing vessel built in 1923-24 were made of steel, one sailing vessel of iron, and the other vessels were of wood.

COMMONWEALTH GOVERNMENT SHIPPING AND SHIPBUILDING.

For the purpose of transporting to oversea markets the Australian produce which had accumulated as a result of the disorganisation of shipping due to the war, the Commonwealth Government Line of Steamers was inaugurated in July, 1916, by the purchase of a fleet of 15 cargo steamers with a carrying capacity of about 106,000 tons, the price being £2,052,654. Three sailing vessels were bought for a sum of £81,494, and 18 ex-enemy ships were placed under the management of the line. Arrangements were made also for the construction of a number of vessels in Australia.

In addition to the fleet of cargo carriers, 5 steamers of the Government Line were built in Great Britain for a passenger and cargo service between Australia and the United Kingdom. Insulated space is provided, and the passenger accommodation is designed to meet the requirements of the assisted immigration scheme. The steamers bear the names of Australian bays, and are known as the "Bay" steamers. They have a displacement of 25,900 tons, and a tonnage of 13,850 gross, or 8,447 net. Provision is made for

over 700 third-class passengers. The service was commenced in December, 1921, and the vessels sail at monthly intervals from Sydney, *via* Suez, making the voyage to London in 37 days.

In each of the first five years of its existence considerable profit was gained by the Commonwealth Government Line and the accumulated profits as at 30th June, 1921, amounted to £2,304,442. During the subsequent period of unusual depression in the shipping trade the financial results became unfavourable. There was a loss of £1,171,569 in 1921-22, of £1,789,651 in the following year, and of £487,140 in the period dating from 1st July to 8th December, 1923. The aggregate net losses as at the last-mentioned date amounted to £1,143,918. In view of the unfavourable results of the undertaking a Board was appointed in August, 1923, to take over the management of the line and to control the Government Dock Yard at Cockatoo Island. The number of vessels vested in the Board when it commenced operations in December, 1923, was 54 with an aggregate net tonnage of 170,741, including 4 vessels, 15,442 tons, under construction. The transfer was effected upon the basis of the market value of the vessels, viz., £4,718,150 which is considerably below their cost. The Board has sold a number of the cargo vessels which were not suitable for the class of trade undertaken by the line.

SEAMEN.

Matters relating to the employment of seamen are subject to control by the Commonwealth Government in terms of the Federal Navigation Act. Provision is made for the regulation of the methods of engagement and discharge, the form of agreement, rating, the ship's complement, discipline, hygiene, and accommodation. Mercantile Marine offices were established in March, 1922, to undertake functions performed hitherto by State shipping offices at Sydney and Newcastle, where engagements and discharges are registered.

The following statement shows the number of transactions at the offices during the last five years:—

Year ended 30th June.	Engagements registered.			Discharges registered.			Licenses to ship.		
	Sydney.	New-castle.	Total.	Sydney.	New-castle.	Total.	Sydney.	New-castle.	Total.
1920	23,305	3,307	26,612	21,503	2,479	23,982	1,694	459	2,153
1921	24,684	4,917	29,601	24,212	4,410	28,622	1,344	439	1,783
1922	23,855	4,912	28,767	23,896	3,556	27,452	925	152	1,077
1923	24,329	3,248	27,577	24,885	3,108	27,993	1,006	234	1,240
1924	24,036	2,936	26,972	24,316	2,916	27,232	1,024	361	1,385

The rates of wages, hours of labour, and conditions under which crews work on vessels engaged in the interstate and coastal trade of Australia are fixed by awards and agreements under the Commonwealth Conciliation and Arbitration Act. The rates for seamen are based on a labourer's basic wage* and an additional sum of £2 per month for skill.

* See Section relating to Wages in Part Employment and Production.

The monthly rates payable to officers and seamen vary according to the size of the vessels on which they are engaged. The rates ruling in January, 1925, were as follows:—

Occupation.				Rates of Wages per month.						
				£	s.	d.		£	s.	d.
Officers—Chief	21	8	0	to	32	8	0
Second	19	8	0	„	29	8	0
Third	20	8	0	„	26	8	0
Junior	£19 8s. 0d.						
Engineers—Chief	30	5	0	to	50	15	0
Second	24	15	0	„	32	15	0
Third	22	5	0	„	27	5	0
Fourth	19	5	0	„	24	5	0
Firemen	£17 15s. 0d.						
Trimmers	£15 15s. 0d.						
Seamen—Steamers	£15 15s. 0d.						
Cooks	13	16	0	to	22	6	0
Stewards	13	15	0	„	16	5	0
Stewardesses	9	1	0	„	10	4	0

Except where provided specifically in the awards and agreements, the ordinary hours of work for seamen are eight per day, and overtime must be paid for time worked in excess of eight hours. Manning conditions are regulated by committees representing the shipowners and the seamen's unions.

Compensation to seamen is provided by the Seamen's Compensation Act, 1911, which applies to ships in the service of the Commonwealth (exclusive of naval or military service), and to ships trading with Australia, or engaged in any occupation in Australian waters, or in trade and commerce with other countries or among the States. The schedules of the Act indicate the amount of compensation payable, in case of death or total or partial incapacity resulting from personal injury by accident to seamen in the course of their employment. Methods of procedure for the recovery of compensation are indicated in regulations under the Act.

SAFETY OF LIFE AT SEA.

The navigation laws contain stringent provisions designed to prevent unseaworthy ships from proceeding to sea, and to ensure that all vessels are manned by competent crews, that life-saving appliances are carried, and that special arrangements are made to safeguard dangerous cargoes. Regulations have been framed for the prevention of collisions, also rules regarding the lights and signals to be used.

On account of the regularity of the coast of New South Wales and the absence of islands, navigation in the seaboard waters is usually safe. Along a coastline less than 700 miles in length there are 28 light-houses, and in the ports of Sydney, Newcastle, Port Kembla, and in many other shipping places, lighted beacons, leading lights, and other guides have been placed for the safety of harbour navigation.

The lights on the sea coast are under the control of the Commonwealth, and a description of the more important light-houses was published in the 1921 issue of this Year Book at page 274.

Pilotage is a State service as the sections of the Navigation Act which authorise its transfer to Federal authority have not been brought into operation. A pilot must be engaged for every vessel entering or leaving a

port of New South Wales unless the master holds a certificate of exemption. Such certificates may be granted to British subjects only, for use in respect of British ships registered in Australia or New Zealand and employed in the trade between ports in Australasia and the South Sea Islands, or engaged in whaling.

Wrecks and shipping casualties which occur to British merchant shipping on or near the coast of New South Wales are investigated by Courts of Marine Inquiry.* The majority of wrecks reported are small coasters under 200 tons. The following statement shows the wrecks reported in each of the last five years. The figures do not include vessels which left the ports of New South Wales and were recorded as missing:—

Year ended 30th June.	British Vessels.				Total Tonnage.	Crews and Passengers.	Lives Lost.
	Steam.	Motor.	Sailing.	Total.			
1920	4	1	...	5	775	109	7
1921	6	...	1	7	1,475	133	36
1922	1	...	1	2	200	16	...
1923	6	1	...	7	3,86	193	46
1924	7	...	...	7	747	69	2

Lifeboat stations are maintained at Sydney and at Newcastle, and life-saving appliances are kept at certain places along the coast. The pilot vessels are fitted for rescue work, and steam tugs are subsidised for assisting vessels in distress.

The Royal Shipwreck Relief and Humane Society of New South Wales affords relief to distressed seamen and their dependents and to the crews and necessitous passengers wrecked in New South Wales waters. It is maintained by public subscription, without subsidy from the State. The relief given in the year ended June, 1924 amounted to £1,421.

* See chapter relating to Law Courts.

PUBLIC FINANCE.

THE collection and expenditure of public moneys in New South Wales are controlled by four authorities, viz., the State and Commonwealth Governments, local governing bodies, such as Municipal and Shire Councils, and Boards, such as the Metropolitan and the Hunter District Water Supply and Sewerage Boards and the Sydney Harbour Trust, appointed by the State Government, with statutory authority to administer public services.

Prior to Federation about two-thirds of the revenue of the State Government from taxation consisted of Customs and Excise duties, but power to impose these duties now lies exclusively with the Commonwealth Government. All other realms of taxation, however, are open to both Governments. Each imposes on the people of the State an income tax, a land tax (which, however, in the case of the State tax in New South Wales is very limited in its application) and probate duties; in addition the State imposes stamp duties, motor, betting, totalisator and racecourse admission taxes, also fees for certain licenses, while the Commonwealth levies a tax upon entertainments.

The expenditure of the State Government, other than loan expenditure, may be classed conveniently under two heads, (a) Government expenditure, which includes interest and charges on debt, expenditure in connection with the Parliament, elections, administration of local government, education, health, (including hospitals), charities, justice, police, prisons, lands (including closer settlement), mines, agriculture, forests, fisheries, water conservation and irrigation, navigation (part), and public works, including industrial undertakings; and (b) expenditure of the business undertakings, viz., Railways and Tramways, Metropolitan and Hunter District Water Supply and Sewerage Boards, and the Sydney Harbour Trust.

The Commonwealth bears the expenditure upon trade and customs, naval and military defence, lighthouses, navigation (part), quarantine, patents, etc., meteorological observations, Federal elections, old age and invalid pensions, and of the Post and Telegraph Department, which is in the nature of a business undertaking.

Local governing bodies are required to levy a general rate of not less than one penny in the pound (unless by special permission of the Governor) on the unimproved capital value of land, and have power also to levy certain other rates on either the unimproved or the improved value. The extent of their rating powers is described in that portion of this Year Book which treats of local government, and their general expenditure is confined to administration, health, roads and other public services.

The Water and Sewerage Boards are authorised to levy rates to meet the cost, including interest on capital, of the services rendered, and in like manner the Sydney Harbour Trust has power to demand and collect wharfage and tonnage rates in respect of vessels berthed at any wharf, etc., vested in the Commissioners of the Trust, or of their cargoes.

Each Government has power to raise such loan money as it requires for its own purposes, but it has been arranged that the Commonwealth shall raise all the new money required by the State in 1924-25. Loans raised by the State have been devoted chiefly to developmental and reproductive works, and all the loans raised by the Commonwealth Government prior to the war were similarly applied, but those raised during the years 1915 to 1921, amounting to £250,000,000, were raised for war purposes or for the payment of gratuities to, and the repatriation of Australian soldiers.

Municipalities and Shires have power under certain conditions to raise loans. In the case of a municipality the total amount of loans must not exceed 20 per cent. of the unimproved value of the ratable land in its area, and, in the case of a shire, thrice its annual income, and all such loans are guaranteed by the State Government.

Up to June, 1924, none of the boards mentioned had power to raise loans.

TAXATION.

The total amount of taxes collected from the people of New South Wales by the several authorities during the year 1923-24 amounted to £37,449,223. The various forms of State taxation yielded a revenue of £7,988,131; the Commonwealth Government collected taxes amounting to £22,438,829, and receipts by local bodies from rates and charges were £7,022,263.

The following statement shows in detail the taxation collected in New South Wales by the State and Commonwealth Governments, and the rates and charges received by local bodies, etc., during the five years ended the 30th June, 1924.

Head of Taxation, or Charge.	1920.	1921.	1922.	1923.	1924.
STATE.	£	£	£	£	£
Land Tax	2,834	2,717	2,490	2,570	2,657
Income Tax	2,308,267	4,399,360	4,077,897	4,196,228	4,373,519
Stamp and Probate Duties.					
Stamps	889,512	1,316,671	1,235,911	1,349,512	1,428,881
Bank-note Composition..	1,327	1,461	1,412	1,374	1,355
Betting Tickets..	87,504	96,336	106,066	109,550	108,688
Probate	1,061,574	727,716	906,289	1,175,444	965,200
Settlement and Companies' Death Duties ..	959	6,636	1,018	1,152	
Total, Stamp Duties £	2,040,876	2,148,820	2,250,696	2,637,032	2,504,124
Motor Tax	110,390	123,590	141,772	185,694	255,261
Betting Taxes	93,726	108,911	110,120	111,079	108,730
Totalizator Tax	222,970	274,171	281,819	275,944	266,893
Racecourse Admission Tax	...	117,820	155,638	150,587	143,013
Licenses	183,455	212,744	228,585	239,984	333,934
Total, State Taxation £	4,962,518	7,388,133	7,249,017	7,799,118	7,988,131
COMMONWEALTH.					
Customs Duties	6,604,913	9,797,982	7,847,620	9,905,443	10,988,303
Excise	4,015,417	5,027,497	5,037,694	4,898,854	5,110,916
Estate	452,972	469,317	373,821	489,686	490,400
Land Tax*	1,162,460	1,144,174	1,268,338	1,111,588	1,155,100
Income Tax*	5,245,497	5,280,977	5,613,053	4,301,506	4,445,100
War-time Profits Tax*	1,293,840	844,425	516,198	113,269	†
Entertainment Tax ...	234,615	272,631	277,541	208,632	249,010
Total, Commonwealth Taxation ...	£ 19,009,714	22,777,003	20,954,265	21,028,978	22,433,829
LOCAL.					
Wharfage and Tonnage Rates	355,784	551,377	687,119	731,735	776,461
Fees for Registration of Dogs	17,678	19,137	20,370	19,629	21,116
†Municipal Rates—					
City of Sydney	564,747	623,766	747,654	729,096	£788,072
Suburban and Country Municipalities ...	1,327,351	1,630,626	1,855,557	1,992,423	£2,205,061
†Shire Rates	763,356	868,809	1,034,147	1,110,403	1,174,484
Water and Sewerage Rates—(Metropolitan and Hunter)	1,309,146	1,618,261	1,760,123	1,826,260	2,057,069
Total, Local Rates and Charges £	4,338,062	5,311,976	6,104,970	6,412,546	7,022,263
Grand Total	£28,310,294	35,477,112	34,308,252	35,240,642	37,449,223

* Partly estimated. † Year ended 31st December preceding.

‡ Refunds exceeded receipts.

§ Includes Harbour Bridge Rate.

Taxation per Head of Population.

The previous quotations, stated in their equivalent rates per head of population, are shown in the following table:—

Head of Taxation, or Charge.	1920.	1921.	1922.	1923.	1924.
STATE.					
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Land Tax	1 2 8	2 2 1	1 18 4	1 18 7	1 19 7
Income Tax					
Stamp and Probate Duties—					
Stamps	0 8 9	0 12 7	0 11 8	0 12 6	0 12 11
Betting Tickets	0 0 10	0 0 11	0 1 0	0 1 0	0 1 0
Probate	0 10 5	0 7 0	0 8 6	0 10 10	} 0 8 9
Settlement and Companies' Death Duties ... ..	...	0 0 1	...	...
Total, Stamp Duties	£ 1 0 0	1 0 7	1 1 2	1 4 4	1 2 8
Motor Tax	0 1 1	0 1 2	0 1 4	0 1 8	0 2 4
Betting Taxes	0 0 11	0 1 1	0 1 0	0 1 0	0 1 0
Totalizator Tax	0 2 2	0 2 8	0 2 8	0 2 7	0 2 5
Racecourse Admission Tax ... ..	...	0 1 2	0 1 6	0 1 5	0 1 4
Licenses	0 1 10	0 2 0	0 2 2	0 2 2	0 3 0
Total, State Taxation	£ 2 8 8	3 10 9	3 8 2	3 11 9	3 12 4
COMMONWEALTH.					
Customs Duties	3 4 9	4 13 8	3 13 8	4 11 2	4 19 5
Excise "	1 19 5	2 8 2	2 7 7	2 5 1	2 6 3
Estate "	0 4 5	0 3 11	0 3 6	0 4 6	0 4 5
Land Tax *	0 11 5	0 10 11	0 11 11	0 10 3	0 10 6
Income Tax*	2 11 6	2 10 7	2 12 9	1 19 7	2 0 3
War-time Profits Tax*	0 12 8	0 8 1	0 4 10	0 1 0	‡
Entertainment Tax	0 2 4	0 2 7	0 2 7	0 1 11	0 2 3
Total, Commonwealth Taxation	£ 9 6 6	10 17 11	9 16 10	9 13 6	10 3 1
LOCAL.					
Wharfage and Tonnage Rates ...	0 3 6	0 5 3	0 6 6	0 6 9	0 7 0
Fees for Registration of Dogs ...	0 0 2	0 0 2	0 0 2	0 0 2	0 0 2
†Municipal Rates—					
City of Sydney	0 5 7	0 5 11	0 7 0	0 6 9	0 7 2
Suburban and Country Municipalities	0 13 0	0 15 7	0 17 5	0 18 4	0 19 11
†Shire Rates	0 7 6	0 8 4	0 9 9	0 10 2	0 10 8
Water and Sewerage Rates— (Metropolitan and Hunter) ...	0 12 10	0 15 6	0 16 7	0 16 10	0 18 8
Total, Local Rates and Charges	£ 2 2 7	2 10 9	2 17 5	2 19 0	3 3 7
Grand Total	£ 13 17 9	16 19 5	16 2 5	16 4 3	16 19 0

* Partly estimated. † Year ended 31st December preceding. ‡ Refunds exceeded receipts.

Particulars of revenue from taxation in the other States, and in the Commonwealth, for the year ended 30th June, 1924, will be found on page 221.

The land tax of the State is levied on the unimproved value at the rate of 1d. in the £. A sum of £240 is allowed by way of exemption, and where the unimproved value is in excess of that sum, a reduction equal to the exemption is made; but where several blocks of land within the State are held by a person or company, only one amount of £240 may be deducted from the aggregate unimproved value.

State Income Tax.

The tax payable under Act No. 14 of 1924 by any company is 2s. 6d. in the £ on the taxable income of the company without exemption, and the rates per £ for persons other than companies are as follows:—

On taxable income which does not exceed £250	...	...	...	0s. 9d.
„ exceeds £250 and does not exceed £500	...	...	...	0s. 10d.
„ £500	„	...	...	0s. 11d.
„ £750	„	...	...	1s. 0d.
„ £1,000	„	...	...	1s. 1d.
„ £1,500	„	...	...	1s. 2d.
„ £2,000	„	...	...	1s. 3d.
„ £2,500	„	...	...	1s. 4d.
„ £3,000	„	...	...	1s. 5d.
„ £3,500	„	...	...	1s. 7d.
„ £4,000	„	...	...	1s. 9d.
„ £5,000	„	...	...	1s. 11d.
„ £7,000	„	...	...	2s. 0d.

In respect of income derived from agricultural, dairying, or pastoral pursuits conducted by a taxpayer, although the tax is payable upon the taxable income derived during the year of assessment, the rate of tax is determined upon the average taxable income so derived during a period of not more than five years immediately preceding. The year beginning 1st July, 1920, is the first to be taken into account in determining the average.

Mutual life assurance societies, and other companies or societies not carrying on business for purposes of profit or gain, except interest on moneys secured by the mortgage of land in the State.

The profits of the Government Savings Bank.

Societies registered under the Friendly Societies Act, or under any Act relating to Trade Unions.

Ecclesiastical, Charitable, and Educational Institutions of a public character, whether supported wholly or partly by grants from the Consolidated Revenue Fund or not.

Income arising or accruing to any person from Government debentures, inscribed stock, and Treasury bills, or from debentures or inscribed stock issued by the Commissioners of the Government Savings Bank of New South Wales.

Dividends derived from shares in a company.

Starr-Bowkett Building Societies.

Co-operative societies (a) undisturbed profits; (b) bonuses or rebates paid to a member based on business done by him with the society where 90 per cent. of its business is done with its members.

These exemptions do not extend to the salaries and wages of persons employed by any such corporation, company, society, or institution, whether paid wholly or in part from the revenues thereof.

No statistics relating to incomes are available. In addition to the income tax levied by the State a tax on incomes is imposed by the Commonwealth, particulars of which are given on page 190.

State Stamp and Probate Duties.

In the year 1920 additional Stamp and Probate Duties were imposed, and the rates payable since 1st January, 1921, on estates of deceased persons have been as follow:—

Over £1,000 and under £5,000—2 per cent.

„ £5,000	„ £10,000—2½ to 4½ per cent.	Increase=½ per cent.	per £1,000.
„ £10,000	„ £20,000—5 to 7 „	Increase=½ „	£2,000.
„ £20,000	„ £140,000—7½ to 19 „	Increase=½ „	£5,000.
„ £140,000	„ £150,000—19½ „		

Exceeding £150,000—20 per cent.

The duties are charged upon the whole value of the estate, but estates valued at not more than £1,000 are exempt, and half rates are allowed on estates under £5,000 when the property passes to widows, or to legitimate children under 21 years of age.

Particulars of the estate duties imposed by the Commonwealth are given on page 191.

Many legal documents are subject to stamp duty, and a stamp duty of 2d. is imposed upon all cheques and upon receipts for amounts of £2 or more. Certain receipts are exempt from stamp duty, *e.g.*, receipts for salary, wages, pension, etc., and cash sale docketts.

State Motor Tax.

Until the Motor Vehicles Taxation Bill, 1924, was passed, motor vehicles were taxed according to the horse-power of the engine, but now the rates of taxation are based upon the weight of the vehicle and the type of tyre used.

The schedule of rates is as follows:—

	Pneumatic, semi-pneumatic, rubber, or super-resilient tyres.	Non-pneumatic, or solid tyres.
Motor Car	2s. 9d. per $\frac{1}{2}$ -cwt. of its weight.	3s. 3d. per $\frac{1}{2}$ -cwt. of its weight.
Motor Lorry	2s. 9d. do do	3s. 6d. do do
Motor Omnibus	4s. 3d. do do	5s. 6d. do do

On motor cycles the tax is £1 2s. 6d., or £2 with side-car; trailers and all other motor vehicles are taxed at the rate of 3s. 6d. per $\frac{1}{2}$ cwt. of their weight.

Motor lorries and trailers owned by a farmer, and used solely for carting his own produce, are subject to half rates.

Any motor vehicle manufactured wholly within the British Empire is charged according to the scale quoted, less a reduction of 6d. per $\frac{1}{2}$ cwt. of its weight.

The taxes are payable at the time of issue of the certificate of registration or license, and at each renewal thereof.

In addition drivers (including learners) and conductors are charged amounts ranging from 5s. to 10s. for licenses, and for annual renewals thereof, under the Motor Vehicles (Taxation) Management Act, 1924.

Ambulance motor vehicles are exempt from taxation. The total number of motor vehicles licensed, including motor cycles, was 81,693, and the revenue benefited by the tax during 1923-24 to the extent of £255,261, while £100,676 were received for licenses.

State Betting Taxes.

The Finance (Taxation) Act, 1915, and amending Acts, imposed taxes on racing clubs and associations, on bookmakers, and on betting tickets.

With regard to the clubs, the taxes are levied on licenses and fees received from bookmakers. The existing rates range from 50 per cent. on racecourses within 40 miles of the General Post Office, Sydney, or 20 miles from the Post Office, Newcastle, to 20 per cent. on courses outside the limits mentioned.

The taxes payable by bookmakers are regulated according to the particular courses and enclosures where operations are carried on, and vary considerably. The amount received during the year ended 30th June, 1924, from clubs and bookmakers, was £108,730.

The Act of 1915 further provided for the imposition of a stamp duty on all betting tickets issued by bookmakers, the amount being one penny in the saddling paddock, and one half-penny for the other parts of the racecourse. During 1917 these rates were doubled, and in 1920 the amount on the paddock tickets was increased to threepence, but the other rates were not altered. In addition to these amounts, bookmakers are required to furnish a monthly statement showing the number of credit bets made, the duty on which is the same as if tickets had been issued. The revenue derived from this source during the year ended 30th June, 1924, was £108,688.

State Totalizator Tax.

The Totalizator Act (No. 75, 1916) was passed on the 20th December, 1916, and was amended by Acts No. 29, 1919, and No. 16, 1920. The revenue derived from this source during the year 1923-24 amounted to £266,893.

All registered racing clubs and associations must establish an approved totalizator. The commission to be deducted from the total amount invested is $12\frac{1}{2}$ per cent., with an additional 1 per cent. for the sinking fund to meet the cost of machines. The contribution which must be paid to the State Treasurer by clubs racing for profit is 9 per cent. of the total payments into the machine and by other clubs $5\frac{1}{2}$ per cent.

State Racecourse Admission Tax.

An Act enabling the Government to levy a tax on persons entering racecourses, came into operation on the 1st October, 1920, and an amending Act was passed on the 31st December, 1920. The Acts apply to all racecourses within 40 miles of the General Post Office, Sydney, and a similar distance from the Newcastle Post Office. The amounts leviable are:—Twopence on the admission charge through the outside gate or into the flat, 10d. into the Leger Reserve, while into the Saddling Paddock the rate is 3s. for males, 2d. additional being charged at Randwick, and 1s. 7d. for females. If no charge is made at the outside gate the tax for the Leger and Paddock enclosures is 2d. higher. Members and season ticket-holders are required to pay a tax equal to 40 per cent. on the amount of their annual subscriptions.

In order to carry out the provisions of this Act, racing clubs are compelled to furnish returns of the number of persons who paid for admission and the number of members and season ticket holders. The amount received on account of this tax for the year ended 30th June, 1924, was £143,013.

This amount, added to the receipts from betting and totalisator taxes, brings the total revenue from racing taxation during 1923-24 to £627,324.

The following table shows the total amount of taxation in connection with horse-racing since 1916, which was the first year of collection:—

Year ended 30th June.	Racing Clubs and Associations.	Bookmakers.	Betting Tickets Stamp Duty.	Totalisator Tax.	Racecourse Admission Tax.	Total.
	£	£	£	£	£	£
1916	10,102	21,228	27,636	...	...	58,966
1917	22,881	24,655	40,849	6,346	...	94,731
1918	31,815	27,541	57,391	82,802	...	199,552
1919	43,969	28,321	54,841	132,403	...	259,534
1920	60,951	32,775	87,504	222,970	...	401,200
1921	66,970	41,941	96,336	274,171	117,820	597,238
1922	65,707	44,422	106,066	281,818	155,630	653,643
1923	67,476	43,603	109,550	275,944	150,587	647,160
1924	67,941	40,789	108,638	266,893	143,013	627,324
Total	437,812	305,278	688,861	1,543,347	567,050	3,542,348

Commonwealth Land Tax.

The first direct taxation by the Federal Government was imposed in 1910, when the Land Tax was passed, which levies a graduated tax on the unimproved value of the lands of the Commonwealth. In the case of owners who are not absentees, an amount of £5,000 is exempt, and the rate of tax is $1\frac{1}{18}\frac{1}{50}$ d. for the first £1 of value in excess of that amount, and increases uniformly to 5d. in the £ on a taxable balance of £75,000, with 9d. in the £ for every £ in excess of that amount. Absentee owners are required to

pay 1d. in the £ up to £5,000, with a uniform progression from $2\frac{1}{18750}$ d. to 6d. for the next £75,000. On every £ in excess of £80,000, the rate payable is 10d.

. Lands exempt from taxation are those owned by a State, municipality, or other public authority, by savings banks, friendly societies, or trade unions, and those used for religious, charitable, or educational purposes.

The latest available statement issued by the Commonwealth Commissioner of Taxation shows that the land tax payable for New South Wales property by residents was £1,192,086, by absentees £23,635; total, £1,215,721. For the whole Commonwealth the corresponding figures were:—Residents, £2,133,117; absentees, £55,106; total, £2,188,223.

Commonwealth Income Tax.

In addition to the taxation of incomes imposed by the State, the Commonwealth levies a tax which is payable by residents and absentees in respect of income derived from sources within Australia (which includes Papua).

The exemptions from taxation include the revenues and funds of local governing bodies or public authorities; friendly societies; trade unions and kindred associations; religious, scientific, charitable, or public educational institutions; interest on certain Commonwealth war loan securities; the income of provident, benefit or superannuation funds established for the benefit of the employees in any business, and of funds established by any will or instrument for public charitable purposes; salaries of Governor-General, State Governors, foreign consuls, and trade commissioners of any part of the British Dominions; agricultural, pastoral and horticultural, viticultural, stock-raising, manufacturing and other industrial societies not carried on for profit or gain; musical, art, scientific, and literary societies; remuneration paid by the Commonwealth or a State Government to non-residents for expert advice; war pensions paid under the Australian Soldiers' Repatriation Act, 1920-21; the income derived by a person from a mining property in Australia, worked for the purpose of obtaining gold, or gold and copper, if gold represents at least 40 per cent. of the total output.

Under the Taxation of Loans Act, 1923, the interest on any loan raised in Australia after 31st December, 1923, by the Commonwealth or a State or any other authority is subject to Commonwealth Income Tax.

Resident taxpayers are allowed an exemption of £300 less £1 for every £3 by which the income exceeds £300. Absentees are assessed on their total incomes from all sources in Australia.

Special deductions include £50 for every child under 16 years of age maintained by a resident taxpayer; payments up to £100 for friendly society benefits, superannuation, etc., if the taxpayer is a salary or wage-earner, or has a taxable income not exceeding £800; premiums up to £50 for life assurance and fidelity guarantee; gifts over £5 each to public charitable institutions or contributions to the Department of Repatriation; donations to any public authority for research in respect of diseases of human beings, animals, and plants. Where the taxable income is less than £900 the deduction is allowed of the fees paid to medical practitioner, hospital nurse, or chemist in respect of the illness of the taxpayer, his wife or children under 21 years of age, and the sum up to £20 paid to an undertaker for funeral expenses.

Persons engaged in agricultural or rural pursuits in a district subject to the ravages of animal pests are entitled to a deduction of money expended in the purchase of wire-netting.

The rate of taxation upon incomes derived from personal exertion is $3\frac{3}{800}$ d. for the first pound of taxable income, increasing uniformly by $\frac{3}{800}$ d.

with each increase of one pound sterling of the taxable income, until the taxable income reaches £7,600, where the rate is 2s. 7½d. in the pound. Over £7,600 the rate per pound sterling is 5s.

The rate of taxation upon incomes up to £546 derived from property is stated by the following formula:—

$$R = \left(3 + \frac{I}{181.058} \right) \text{pence,}$$

R being the average rate of tax in pence per pound sterling, and I the taxable income in pounds sterling.

Over the sum of £546, and up to £2,000, the tax increases continuously with the increase of the taxable income till it reaches 33.6 pence per pound sterling on £2,000 10s., thence up to a rate of 5s. for every pound sterling in excess of £6,500.

To the tax payable in all cases is added a further tax equal to 38 per cent., and the minimum tax is £1.

Companies pay a flat rate of 1s. in the £ on the taxable income.

In assessments for the year which began on 1st July, 1922, and subsequent years, the rate to be applied to the taxable income is to be calculated as if the taxable income were the average of the taxable incomes derived in a period of at least two and not more than five years immediately preceding.

A tax of 12½ per cent. on prizes in lotteries was abolished in December, 1924.

During 1923 an agreement was made between the Commonwealth and State Governments for the collection by the State Commissioner of Taxation of the income tax payable in the State under Commonwealth law, thus obviating the necessity for separate returns.

Commonwealth Estate Duties.

The Estates Assessment Act (No. 22 of 1914) provided for the imposition of a duty on properties of persons who died after the commencement of the Act. The rates are 1 per cent. where the total value exceeds £1,000 but does not exceed £2,000, and an additional one-fifth per cent. for every thousand pounds, or part thereof, in excess of two thousand pounds, the maximum being 15 per cent.

A reduction to two-thirds of the above rates is allowed if the estate is left to the widow, children, or grandchildren of the testator.

Estates of persons who died on active service in the War, or as the result of injuries or diseases contracted while on active service, are exempt.

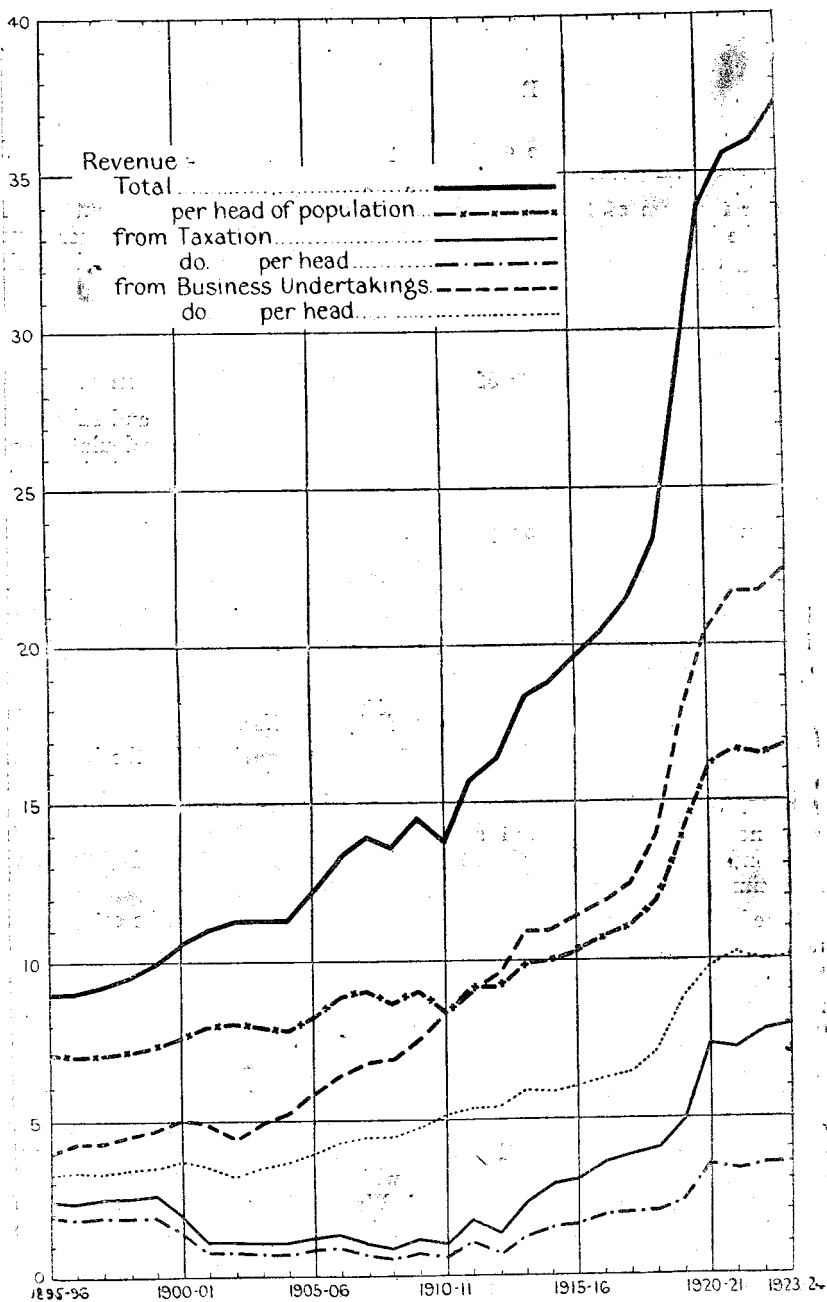
Commonwealth Entertainments Tax.

The Entertainments Tax is levied on payments for admission to almost every class of amusement at the rate of one penny when the payment for admission is one shilling, and, if it exceeds one shilling, one halfpenny for every sixpence or part of sixpence by which it exceeds such amount. The amount of tax collected in New South Wales during 1922-23 was £270,788. Details will be found in the chapter of this book entitled "Social Condition."

THE STATE ACCOUNTS.

The State Accounts are kept on a cash basis, and the financial position can be ascertained readily from the annual statement prepared by the

CONSOLIDATED REVENUE, 1895-96 to 1923-24



The numbers at the side of the Graph represent £1,000,000 of Revenue and £1 per head of population

Treasurer. This, however, involves the consideration of the Consolidated Revenue Account, Closer Settlement Account, Public Works Account, Loans Account, the various Trust Accounts shown on page 204, and the accounts of the industrial undertakings shown on page 201, which do not form part of the Consolidated Revenue Account. Some little difficulty, moreover, may be experienced in determining the actual position, as due regard must be given to such items as refunds, advances, cancellations, and cross entries.

All expenditure from loan moneys must be authorised under an Appropriation Act, in the same manner as the ordinary expenditure chargeable to the general revenue. There is a restriction on the expenditure, whether from loans or from revenue, in the provisions of the Public Works Act. Under that Act the question of constructing all works estimated to cost more than £20,000, except those connected with the maintenance of railways, is referred by resolution of the Legislative Assembly to the Parliamentary Standing Committee elected by the members of each parliament. The Committee investigates and reports to Parliament, and the Assembly decides whether it is expedient to carry out the proposed work; if the decision be favourable, a bill based thereon must be passed before the authorisation is absolute.

THE CONSOLIDATED REVENUE ACCOUNT.

The Consolidated Revenue Account for each year shows the whole of the receipts and expenditure, inclusive of those in connection with business undertakings, but exclusive of transactions under the Loans Account and the other accounts previously mentioned. All revenue is paid into the Consolidated Revenue Account, but the whole cannot be used for general purposes, as, under section 13 of the Forestry Act, 1916, one-half of the gross proceeds received by the Forestry Commission must be carried to a special account and set apart for afforestation; also, under the Public Works and Closer Settlement Funds Act, 1906, two-thirds of the net proceeds of the sale of Crown lands, exclusive of interest, less 20 per cent., must be paid to the Public Works Fund. These are the only cases in which revenue is earmarked for specific purposes.

The receipts during the year ended 30th June, 1924, amounted to £37,351,809, and the expenditure to £37,251,419, so that on the operations of the year there was a surplus of £100,390, which decreased the accumulated deficiency to £2,674,365. Similar details for each of the last ten years are shown in the following table, also the revenue and expenditure per head of population:—

Year ended 30th June.	Receipts.		Expenditure.		Surplus (+) or deficiency (—).	
	Total.	Per inhabitant.	Total.	Per inhabitant.	On operations of year.	Accumulated at end of year.
	£	£ s. d.	£	£ s. d.	£	£
1915	18,946,227	10 1 1	18,516,179	9 16 7	(+) 430,048	(-) 363,930
1916	19,703,518	10 8 0	19,553,927	10 6 5	(+) 149,591	(-) 214,339
1917	20,522,097	10 16 8	20,790,895	10 19 6	(-) 268,798	(-) 483,137
1918	21,543,742	11 4 0	21,519,918	11 3 8	(+) 23,824	(-) 459,313
1919	23,448,166	11 18 6	23,233,398	11 16 3	(+) 214,768	(-) 244,545
1920	28,650,496	14 1 1	30,210,013	14 16 4	(-) 1,559,517	(-) 1,804,062
1921	34,031,396	16 5 7	34,476,892	16 9 10	(-) 445,496	(-) 2,249,558
1922	35,637,820	16 14 11	36,966,525	17 7 5	(-) 1,328,705	(-) 3,578,263
1923	36,145,944	16 12 8	35,342,436	16 5 3	(+) 803,508	(-) 2,774,755
1924	37,351,809	16 18 0	37,251,419	16 7 1	(+) 100,390	(-) 2,674,365

The increases in revenue and expenditure, although constant, were gradual up to 1918-19. Since that year the expenditure has been considerably

affected by the movement of the basic wage, which was increased from £3 to £3 17s. per week in October, 1919, and from £3 17s. to £4 5s. in October, 1920. The effects of the subsequent reductions to £4 2s. in October, 1921, and to £3 18s. in May, 1922, and the increase to £4 2s. again in September, 1923, are apparent in the expenditure in the last two years.

Heads of Revenue and Expenditure.

The following table shows the details of revenue and expenditure during the last five financial years. The revenue in 1923-24 was the largest recorded for the State, being £1,206,000 greater than in 1922-23, but the expenditure was £1,909,000 greater.

	1920.	1921.	1922.	1923.	1924.
REVENUE.					
<i>Governmental.</i>					
Revenue Returned by Commonwealth	£ 2,472,717	£ 2,533,234	£ 2,632,036	£ 2,690,198	£ 2,738,725
State Taxation	4,962,518	7,388,133	7,249,017	7,799,118	7,988,131
Land Revenue—					
Alienation	1,115,399	1,235,951	1,130,777	1,025,294	1,016,545
Occupation and Miscellaneous, including Forestry	800,040	915,514	878,043	888,939	913,158
Total Land Revenue	£ 1,915,439	£ 2,151,465	£ 2,008,820	£ 1,914,233	£ 1,929,703
Services Rendered	543,278	748,291	923,915	984,403	1,068,886
General Miscellaneous	683,140	695,324	988,058	932,931	1,080,532
Industrial Undertakings	12,505	12,005	11,050	10,362	7,655
Advances Repaid	95,856	40,083	92,596	52,845	75,266
Total Governmental	£ 10,685,453	£ 13,568,535	£ 13,905,492	£ 14,384,140	£ 14,888,898
<i>Business Undertakings.</i>					
Railways and Tramways	15,997,584	18,047,389	19,145,082	19,083,302	19,508,486
Sydney Harbour Trust	658,313	797,211	827,123	852,242	897,357
Water Supply and Sewerage	1,309,146	1,618,261	1,760,123	1,826,260	2,057,068
Total Business Undertakings	£ 17,965,043	£ 20,462,861	£ 21,732,328	£ 21,761,804	£ 22,462,911
Grand Total	£ 28,650,496	£ 34,031,396	£ 35,637,820	£ 36,145,944	£ 37,351,809
EXPENDITURE.					
<i>Governmental.</i>					
Interest on Public Debt and Special Deposits	1,074,896	1,637,586	1,604,687	1,827,102	2,239,395
Reduction of Public Debt	6,976	2,566			
Transfer to Public Works Fund	402,388	451,561	406,708	347,961	351,927
Departments—					
Premier	139,076	119,480	70,779	65,196	84,733
Chief Secretary	1,167,293	1,359,375	1,474,054	2,548,423	2,726,866
Public Health	954,957	1,258,910	1,215,622		
Treasurer (excluding Business Undertakings and Interest on Deposits, etc.)	1,711,092	1,158,869	1,054,192	948,370	1,050,216
Attorney-General and Justice	467,808	576,224	651,191	646,419	639,301
Lands	524,700	580,940	630,704	575,932	569,296
Public Works (excluding Business Undertakings)	515,862	635,128	658,080	637,282	718,095
Public Instruction (excluding Endowments)	2,505,483	3,702,721	4,085,177	3,941,290	4,000,324
Labour and Industry	91,524	102,287	99,882	99,998	107,831
Mines	73,421	72,059	94,593	78,154	91,107
Agriculture	304,752	450,788	473,871	461,739	497,967
Local Government—					
Administration	24,133	37,641	45,255	43,941	42,538
Endowments and Grants	324,917	347,669	371,366	392,080	306,514
All Other Services	917,216	1,072,694	1,146,980	765,666	1,182,067
Grants to Public Works Fund	200,000	200,000	200,000	200,000	200,000
Advances made	703,508	247,745	1,010,102	594,118	408,384
Total Governmental	£ 12,100,002	£ 14,014,452	£ 15,293,243	£ 14,083,671	£ 15,216,561
<i>Business Undertakings (Working Expenses and Interest).</i>					
Railways and Tramways	16,158,569	18,295,085	19,275,198	18,787,004	19,435,742
Sydney Harbour Trust	583,245	645,801	706,796	726,089	757,233
Water Supply and Sewerage	1,368,197	1,521,554	1,691,289	1,745,672	1,841,883
Total Business Undertakings	£ 18,110,011	£ 20,462,440	£ 21,673,282	£ 21,258,765	£ 22,034,858
Grand Total	£ 30,210,013	£ 34,476,892	£ 36,966,525	£ 35,342,436	£ 37,251,419

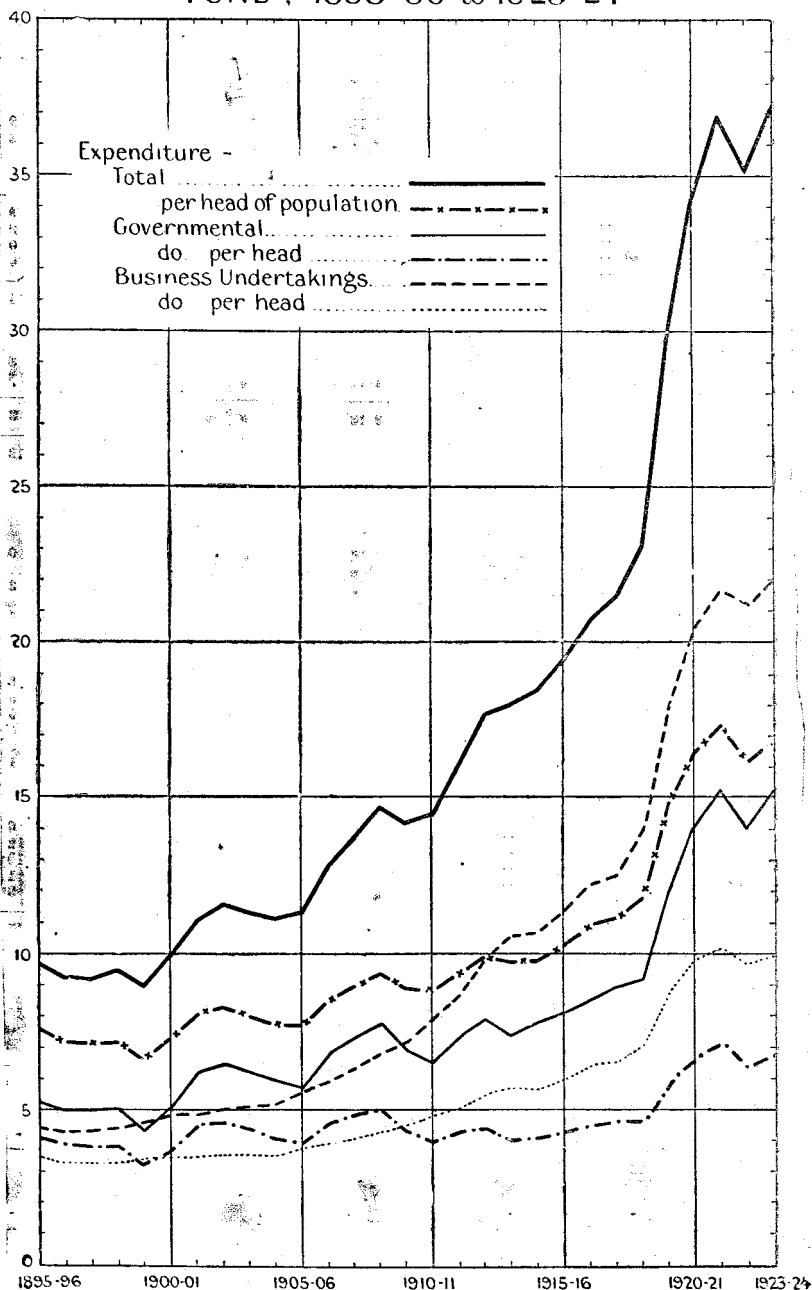
From the foregoing figures the following rates per head of population have been determined:—

	1920.	1921.	1922.	1923.	1924.
REVENUE.					
<i>Governmental.</i>					
Revenue Returned by Commonwealth	£ s. d. 1 4 3	£ s. d. 1 4 3	£ s. d. 1 4 9	£ s. d. 1 4 9	£ s. d. 1 4 9
State Taxation	2 8 8	3 10 9	3 8 2	3 11 9	3 12 4
Land Revenue—					
Alienation	0 11 0	0 11 10	0 10 7	0 9 5	0 9 2
Occupation and Miscellaneous, including Forestry	0 7 10	0 8 9	0 8 3	0 8 3	0 8 4
Total	£ 0 18 10	1 0 7	0 18 10	0 17 8	0 17 6
Services Rendered	0 5 4	0 7 2	0 8 8	0 9 1	0 9 8
General Miscellaneous	0 6 9	0 6 8	0 9 4	0 8 7	0 9 9
Industrial Undertakings	0 0 1	0 0 1	0 0 1	0 0 1	0 0 1
Advances Repaid	0 0 11	0 0 4	0 0 10	0 0 6	0 0 8
Total Governmental	£ 5 4 10	6 9 10	6 10 8	6 12 5	6 14 9
<i>Business Undertakings.</i>					
Railways and Tramways	7 16 11	8 12 8	8 19 11	8 15 8	8 16 6
Sydney Harbour Trust	0 6 6	0 7 7	0 7 9	0 7 10	0 8 2
Water Supply and Sewerage	0 12 10	0 15 6	0 16 7	0 16 9	0 18 7
Total Business Undertakings	£ 8 16 3	9 15 9	10 4 8	10 0 3	10 3 8
Grand Total	£ 14 1 1	16 5 7	16 14 11	16 12 8	16 18 0
EXPENDITURE.					
<i>Governmental.</i>					
Interest on Public Debt and Special Deposits ..	0 19 6	0 15 8	0 15 1	0 16 10	1 0 3
Reduction of Public Debt	0 0 1	..	..	..	..
Transfer to Public Works Fund	0 3 11	0 4 4	0 8 10	0 3 2	0 3 2
Departments—					
Premier	0 1 4	0 1 2	0 0 8	0 0 7	0 0 9
Chief Secretary	0 11 4	0 13 0	0 13 10	1 2 5	1 4 8
Public Health	0 9 5	0 12 1	0 11 5	..	..
Treasurer (excluding Business Undertakings and Interest on Deposits, etc.)	0 16 10	0 11 1	0 9 11	0 8 9	0 9 6
Attorney-General and Justice	0 4 7	0 5 6	0 6 2	0 5 11	0 5 9
Lands	0 5 2	0 5 7	0 6 0	0 5 4	0 5 2
Public Works (excluding Business Undertakings)	0 5 1	0 6 1	0 6 2	0 5 10	0 6 6
Public Instruction (excluding Endowments)	1 4 6	1 15 4	1 18 4	1 16 3	1 16 3
Labour and Industry	0 0 11	0 1 0	0 0 11	0 0 11	0 1 0
Mines	0 0 9	0 0 8	0 0 11	0 0 9	0 0 10
Agriculture	0 3 0	0 4 4	0 4 5	0 4 3	0 4 6
Local Government—					
Administration	0 0 3	0 0 4	0 0 5	0 0 5	0 0 4
Endowments and Grants	0 3 2	0 3 4	0 3 6	0 2 9	0 2 9
All Other Services	9 9 0	0 10 3	0 10 9	0 7 1	0 10 9
Grants to Public Works Fund	0 2 0	0 1 11	0 1 11	0 1 10	0 1 10
Advances made	0 6 10	0 2 5	0 9 6	0 5 6	0 3 8
Total Governmental	£ 5 18 8	6 14 1	7 3 9	6 9 7	6 17 8
<i>Business Undertakings. (Working Expenses and Interest).</i>					
Railways and Tramways	7 18 6	8 15 0	9 1 2	8 12 11	8 15 11
Sydney Harbour Trust	0 5 9	0 6 2	0 6 8	0 6 9	0 6 10
Water Supply and Sewerage	0 13 5	0 14 7	0 15 10	0 16 0	0 16 8
Total Business Undertakings	£ 8 17 8	9 15 9	10 3 8	9 15 8	9 19 5
Grand Total	£ 14 16 4	16 9 10	17 7 5	16 5 3	16 17 1

Land Revenue of the State.

The receipts from the sale and occupation of Crown lands are treated as public income. Although the proceeds from occupation, being rent, can be reasonably regarded as an item of revenue, the inclusion of the proceeds of auction, conditional purchase, and other classes of sale as ordinary revenue is open to serious objection. It has been urged in justification of

EXPENDITURE FROM CONSOLIDATED REVENUE FUND, 1895-96 to 1923-24



this course that the sums so obtained have enabled the Government to construct works which enhance the value of the remaining public lands and facilitate settlement. Under the Act instituting the Public Works Fund, two-thirds of the net proceeds of the sale of Crown lands, less 20 per cent., equivalent to a clear 53½ per cent., are paid into the fund.

The revenue from lands may be grouped under three main heads—(a) auction sales and other forms of unconditional sale; (b) conditional sales under the system of deferred payments; (c) rents from pastoral, mining, and other classes of occupation. The net receipts from each source in 1923-24 were £92,340, £942,205, and £686,894, respectively, while miscellaneous receipts and forestry receipts (excluding those paid to the Public Works Fund) amounted to £226,264, making a total of £1,929,703.

The land policy of the State, though largely connected with public finance, is discussed in that part of this volume which treats of Land Settlement.

Receipts for Services Rendered.

The net amount collected for services rendered by the State, other than for trading concerns, during the year ended 30th June, 1924, was £1,068,886. The principal sources of revenue were pilotage harbour and light rates, etc., £320,656, and registration fees, £191,318.

General Miscellaneous Receipts.

All items which cannot be placed under the headings already mentioned are included herein; in 1923-24 they amounted to £1,080,532.

The balance of the revenue for the year ended 30th June, 1924, consisted of the amount returned by the Commonwealth, £2,738,725, and interest and contributions from Industrial Undertakings (Act No. 22, 1912), £7,655.

Expenses of General Government and of Business Undertakings.

The following statement shows the expenditure classified under two headings—the ordinary expenditure of General Government, including interest on the capital liability of the services connected therewith, and the expenditure on services practically outside the administration of General Government, including interest on their capital liability. The expenditure of the industrial undertakings shown on page 201, and of the Murrumbidgee Irrigation Area are not included. The figures for the ten years ended the 30th June, 1924, and the rates per inhabitant, were as follow:—

Year ended 30th June.	Governmental.			Business Undertakings.				Grand Total Expenditure (Including Advances).
	General Services.	Interest and Redemptions.	Total.	Railways and Tramways.	Water Supply and Sewerage.	Sydney Harbour Trust.	Total.	
	£	£	£	£	£	£	£	£
1915	6,830,162	977,123	7,807,285	9,540,159	785,300	383,435	10,708,894	18,516,179
1916	7,120,558	1,064,273	8,184,831	10,107,149	841,278	420,669	11,369,096	19,553,927
1917	7,535,774	1,011,060	8,546,834	10,794,693	984,803	464,565	12,244,061	20,790,895
1918	7,888,877	1,096,548	8,985,425	10,969,924	1,065,413	499,156	12,534,493	21,519,918
1919	8,237,115	982,184	9,219,299	12,370,547	1,132,769	510,785	14,014,099	23,233,398
1920	11,018,130	1,081,872	12,100,002	16,158,569	1,368,197	583,245	18,110,011	30,210,013
1921	12,374,300	1,640,152	14,014,452	18,295,085	1,521,554	645,801	20,462,440	34,476,892
1922	13,688,556	1,604,687	15,293,243	19,275,198	1,691,289	706,795	21,673,282	36,966,525
1923	12,256,569	1,827,102	14,083,671	18,787,004	1,745,672	726,089	21,258,765	35,342,436
1924	12,977,166	2,239,395	15,216,561	19,435,742	1,841,893	757,233	22,034,858	37,251,419

Expenditure per Inhabitant.

Year ended 30th June.	Governmental.			Business Undertakings.				Grand Total Expenditure (Including Advances).
	General Services.	Interest and Redemptions.	Total.	Railways and Tramways.	Water Supply and Sewerage.	Sydney Harbour Trust.	Total.	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1915	3 12 6	0 10 5	4 2 11	5 1 3	0 8 4	0 4 1	5 13 8	9 16 7
1916	3 15 2	0 11 3	4 6 5	5 6 8	0 8 11	0 4 5	6 0 0	10 6 5
1917	3 19 7	0 10 8	4 10 3	5 13 11	0 10 5	0 4 11	6 9 3	10 19 6
1918	4 2 0	0 11 5	4 13 5	5 14 0	0 11 0	0 5 3	6 10 3	11 3 8
1919	4 3 10	0 10 0	4 13 10	6 5 9	0 11 5	0 5 3	7 2 5	11 16 3
1920	5 8 1	0 10 7	5 18 8	7 18 6	0 13 5	0 5 9	8 17 8	14 16 4
1921	5 18 5	0 15 8	6 14 1	8 15 0	0 14 7	0 6 2	9 15 9	16 9 10
1922	6 8 8	0 15 1	7 3 9	9 1 2	0 15 10	0 6 8	10 3 8	17 7 5
1923	5 12 9	0 16 10	6 9 7	8 12 11	0 16 0	0 6 9	9 15 8	16 5 3
1924	5 17 5	1 0 3	6 17 8	8 15 11	0 16 8	0 6 10	9 19 5	16 17 1

General services include public health, education, police, and all other civil and legal expenditure, also the cost of public works paid out of revenue, transfers to Public Works Fund, advances, etc.

CLOSER SETTLEMENT ACCOUNT.

The Closer Settlement Account was established under Act No. 1 of 1906. It is not included in the operations of the Consolidated Revenue Fund, although grants from that fund have formed a considerable portion of its receipts. As its name implies, the moneys of the fund are devoted to the promotion of closer settlement.

The following statement shows the net receipts and expenditure during the financial year ended the 30th June, 1924:—

Receipts.	Amount.	Expenditure.	Amount.
	£		£
Assurance Fees—Real Property Act ..	19,697	Debit Balance, 30th June, 1923 ..	67,954
Repayments by Settlers	435,824	Under Real Property Act ..	233
„ on account of Improvement		Purchase of Estates, including Contin-	
Leases	10,811	gent Expenses	58,636
	466,332	Interest on Loans (Recoup)	3397 27
		„ Closer Settlement Debentures	176,105
Debit balance, 30th June, 1924 ..	849,685	„ Purchase Money	412
		Redemption of Debentures	672,950
Total	1,316,017	Total	1,316,017

During the period of eighteen years ended 30th June, 1924, 1,727 estates, representing 6,194 farms, were purchased for closer settlement, inclusive of improvement leases, etc., acquired under Closer Settlement Acts, the total area being 3,485,373 acres. The expenditure was as follows:—Purchase money, £12,999,038; contingent expenses, £139,358; total, £13,138,396.

PUBLIC WORKS ACCOUNT.

The Public Works Account, like the Closer Settlement Account, does not form part of the Consolidated Revenue Fund. It was opened in the year 1906, under the authority of the same statute which provided for the Closer Settlement Fund, and it receives two-thirds of the net proceeds of the sales of Crown Lands, less 20 per cent., credited to the Consolidated Revenue Fund; the proceeds of land sales under the Public Instruction Act, 1880; and amounts voted from the Consolidated Revenue. Its moneys, like loan proceeds, may be applied in the construction or equipment of public works,

but not to the repair or upkeep of such works. The net transactions during the year ended 30th June, 1924, are shown below:—

Receipts.	Amount.	Expenditure.	Amount.
	£		£
Two-thirds of Net Proceeds of Sale of Crown Lands, exclusive of Interest on Purchase Money—less 20 per cent. (Act No. 9, 1906)	351,927	Business Undertakings— Railways and Tramways Metropolitan Water and Sewerage .. Hunter District Water and Sewerage .. Sydney Harbour Trust	24,709 18,021 1,710 30,210
Net Proceeds of Sale of Land, under Section 4, Public Instruction Act of 1880	625		74,650
Transfers from Consolidated Revenue Account—Amount in aid.. ..	200,000	Observatory Hill Resumed area ..	6,429
Net Repayments on account of previous years	25,908	Water and Drainage Trusts	2,762
	578,460	Country Towns Water Supply and Sewerage	2,598
Balance, 30th June, 1923, brought forward	155,985	Wentworth Irrigation Area	2,249
Grand Total £	734,445	Public Buildings and Sites	264,267
		Roads, Bridges, Punts, etc.	22,860
		Harbours and Rivers Navigation ..	19,790
		Hospitals, etc.	43,374
		Municipalities and Shires, Aid ..	28,612
		Other	23,726
		Total Expenditure	491,317
		Balance, 30th June, 1924	243,128
		Grand Total	734,445

GENERAL ACCOUNT.

Summarising the foregoing accounts, and adding the transactions on account of loans, the receipts by the State during the year ended 30th June, 1924, amounted to £64,334,441, and the expenditure to £64,427,760.

The aggregate receipts and expenditure during each of the last five years, after necessary adjustments, were as follow:—

RECEIPTS.

Account.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Consolidated Revenue ...	28,650,496	34,031,396	35,637,820	36,145,944	37,351,809
Closer Settlement ...	1,225,183	3,096,608	1,993,742	737,320	466,332
Public Works ...	604,082	652,970	607,862	575,853	555,506
Railways Loan ...	1,559,656	...	...	259,662	1,350
General Loan ...	20,623,164	12,366,053	18,961,362	19,757,921	25,959,444
Total ...	52,662,581	50,147,027	57,200,786	57,476,700	64,334,441

EXPENDITURE.

Consolidated Revenue ...	30,210,013	34,476,892	36,966,525	35,342,436	37,251,419
Closer Settlement ...	1,224,985	2,419,869	2,419,460	675,777	575,113
Public Works ...	572,265	719,289	638,807	673,005	468,363
Railways Loan ...	44,042	...	...	...	...
General Loan ...	8,761,223	14,734,389	10,463,284	9,841,610	8,031,779
Repayment of Loans ...	16,799,068	1,175,120	10,442,989	10,609,182	18,101,086
Total ...	57,611,596	53,525,559	60,931,065	57,142,010	64,427,760

The results shown above are exclusive of the transactions of the Special Deposits and Suspense Accounts; including these, the total receipts of all funds controlled by the Treasurer during 1923-24 were £84,696,496, and the expenditure £83,940,671.

The Audit Act provides that the Treasurer may arrange with any bank for the transaction of the general banking business of the State. The accounts are kept under the several headings which follow, and all amounts paid into any of the accounts mentioned are deemed to be "public moneys," and for interest purposes the several accounts are treated as one. The special accounts, which consist of "Supreme Court Moneys," are not controlled by the Audit Act, as they are operated on directly by the officers in charge of the Departments concerned.

The position of the General Account on the 30th June, 1924, is shown below.

Head of Account.	Ledger Balances on 30th June, 1924.		
	Invested in Securities.	Cash Balances.	Total.
Credit Balances—	£	£	£
Special Deposits Account—			
Government Savings Bank Deposits Account .. ..	..	4,243,079	4,242,079
Advances Deposit Account .. ..	..	500,000	500,000
State Debt Commissioners' Trust Accounts .. ..	..	199,300	199,300
Deposit Account .. ..	..	218,012	218,012
Compensation—Liquor Amendment Act .. ..	..	658,769	658,769
Sydney Municipal Council Sinking Funds .. ..	..	31,457	31,457
Industrial Undertakings and Housing Fund .. ..	..	448,617	448,617
Commonwealth Government Advances—			
Returned Soldiers .. ..	..	9,806,059	9,806,059
Wheat Storage .. ..	..	250,000	250,000
Broken Hill Water Supply Administration .. ..	..	32,740	32,740
Treasury Fire Insurance Fund	58,600	238,738	296,738
Treasury Guarantee Fund	20,500	2,432	22,932
Railway Stores Advance Account .. ..	..	87,875	87,875
Treasury Workmen's Compensation Fund .. ..	..	122,553	122,553
Other	522,359	1,850,289	2,172,648
Total Special Deposits Account.. Cr. £	400,859	18,688,920	19,083,779
Public Works Account .. ..	..	243,128	243,128
Special Accounts—			
Colonial Treasurer's Supreme Court Moneys .. ..	..	576,557	576,557
Miners' Accident Relief Account	77,000	..	77,000
Total Cr. £	477,859	19,508,905	19,986,764
Less Debit Balances—	£		
Consolidated Revenue Account 2,674,365	..		
General Loan Account 10,239,220	..		
Loans Expenditure Suspense Account .. 908,102	..		
Public Works Expenditure Suspense Account .. 3,686	..		
Closer Settlement Account .. 849,685	..	14,880,682	14,880,682
Coal Purchase Suspense Account .. 38,720	..		
Grain Elevators Freight Suspense Account .. 3,492	..		
London Remittance Account 163,412	..		
Net Credit Balance Cr.	477,859	4,628,223	5,106,082
Deduct—Amounts not transferred to Public Accounts.. Dr.	..	564,199	564,199
Net Credit Balance in Sydney Cr.	477,859	4,064,024	4,541,883
Add—London Account Cr.	..	163,412	163,412
Net Balance Cr.	477,859	4,227,436	4,705,295

The cash balance on the 30th June, 1924, was distributed as follows:—

	£
Sydney—Net Credit	4,064,024
London—Net Credit	163,412
	£4,227,436

INDUSTRIAL UNDERTAKINGS OF THE STATE.

In addition to the business undertakings, viz., Railways, Tramways, Harbour Trust, Water Supply and Sewerage, and the national undertaking, the Murrumbidgee Irrigation Scheme, the State controls various industrial undertakings, the revenue and expenditure of which do not form part of the Consolidated Revenue Fund, but are included principally under the Special Deposits Fund.

The following table shows the transactions of these undertakings during the year ended 30th June, 1924, and the total capital expenditure at that date.

Service.	Total Capital as determined by Committee.	Revenue.	Expenditure.			Net Revenue.
			Working Expenses, including Rates and Taxes.	Interest, Sinking Fund, etc.	Total.	
INDUSTRIAL UNDERTAKINGS—	£	£	£	£	£	£
Blue Metal Quarries—Kīama and Port Kembla	159,998	250,177	219,753	13,574	233,327	16,850
Brickworks—Homebush Bay ..	115,684	157,892	130,381	12,104	142,485	15,407
Building Construction	35,032	306,959	299,819	758	300,577	6,382
Monier Pipe Works	46,875	94,221	80,183	9,648	89,831	4,390
Motor Garage	9,224	10,968	10,658	155	10,813	155
Power Station—Uhr's Point ..	32,505	..	6,965	1,774	(-) 8,739	(-) 8,739
Sawmills—Craven and Gloucester	55,862	87,710	115,188	3,703	118,891	(-) 31,181
Timber Yard, etc.—Uhr's Point	179,693	12,924	46,326	8,710	55,036	(-) 42,112
Total, Industrial Undertakings	634,873	920,851	909,273	50,426	959,699	(-) 38,848
OTHER SERVICES—						
Housing Board	915,922	89,193	7,245	50,232	57,477	31,716
Metropolitan Meat Board ..	1,932,031	400,384	314,608	76,198	390,806	9,578
Observatory Hill Resumed Area	1,407,595	92,431	24,617	72,235	96,852	(-) 4,421
Total, Other Services	4,255,548	582,008	340,470	198,665	545,135	36,873
Grand Total £	4,890,421	1,502,859	1,255,743	249,091	1,504,834	(-) 1,975

(-) Denotes net expenditure.

Some of the undertakings have consistently returned a profit while others have been conducted at a loss. The meat industry, brickworks, metal quarries, Monier pipeworks, and building construction branch have been the principal profit producing concerns, while large losses have been sustained in connection with the trawling, timber, saw-milling, power station, and bakery industries, which have been closed, and the assets sold. The motor garage ceased to be an industrial undertaking in November, 1923. With regard to the trawling industry which ceased, on 28th February, 1923, to operate as a trading concern, the final loss on the undertaking has now been computed at £317,850, including £74,547 interest due to the Colonial Treasurer on capital and overdraft, and £15,104 due to the Government Dockyard, Newcastle, for repairs and maintenance of the vessels.

The operations of the building construction branch, which now includes the Maroubra quarry, were very successful in 1923-24, showing a net profit of £6,382. The total receipts, including value of works completed and in progress, were £306,959, and the expenditure, including interest and sinking fund, etc., amounted to £300,577. The trading profit was £7,139, or 20·4 per cent. of capital—a very satisfactory result.

Brickworks also were carried on very profitably, notwithstanding that the products were sold at £1 per thousand lower than those of private makers. The favourable price at the Government yards secured a continuation of extensive public patronage, no less than 34,826,900 bricks, or 78 per cent. of the output being sold to private persons. The total sales were 2,355,000 in excess of those of the previous year. The trading profit for the year 1923-24 was £27,511 (equal to 23·8 per cent. on capital employed), out of which a sum of £9,604 was paid as a bonus to employees, and £2,500 to general plant reserve, leaving a balance of 15,407 to be carried forward. The whole of the loan capital has now been repaid to the Treasury.

In 1923-24 the operations of the Housing Board in the Observatory Hill area showed a loss of £4,421, but it should not be overlooked that this project was undertaken mainly with a view to the improvement of the city, and its benefits cannot be measured in money alone.

The following table shows the capital invested in each of the existing undertakings, and the net profit or loss which resulted from its operations, in 1916-17, and in the last two years.

Establishment.	1916-17.		1922-23.		1923-24.	
	Capital Invested.	Net Profit.*	Capital Invested.	Net Profit.*	Capital Invested.	Net Profit.*
<i>Industrial Undertakings—</i>						
Bakery	£ 16,474	£ 1,958	£ 21,793	(—) 740	£ ‡	£ ‡
Brickworks—Homebush	88,853	3,672	114,509	12,772	115,684	15,407
Building Construction	31,026	9,229	35,032	5,119	35,032	6,382
Clothing Factory	13,170	1,791	†	†	†	†
Metal Quarries	86,531	8,700	151,686	13,554	159,998	16,850
Monier Pipe Works.. .. .	18,922	6,225	43,089	4,518	46,875	4,390
Motor Garage	7,534	920	9,224	1,608	9,224	155
Power Station—Uhr's Point ..	32,610	(—) 2,752	32,505	(—) 4,096	32,505	(—) 8,739
Sawmills	15,141	819	70,703	(—) 5,408	55,862	(—) 31,181
Timber Yard	163,309	(—) 10,857	165,765	(—) 45,113	179,693	(—) 42,112
Trawlers	127,631	(—) 12,866	194,909	(—) 39,826	†	†
Total Industrial Undertakings ..	601,201	6,839	779,215	(—) 57,612	634,978	(—) 38,948
<i>Other Services—</i>						
Housing Board	150,961	1,189	971,055	27,145	915,922	31,716
Metropolitan Meat Board	1,262,956	46,924	1,898,253	54,620	1,932,031	9,578
Observatory Hill Resumed Area..	1,336,595	(—) 6,067	1,413,007	388	1,407,595	(—) 4,421
Total Other Services	2,750,512	42,046	4,282,315	82,153	4,255,548	36,873
Grand Total	3,351,713	48,885	5,061,530	24,541	4,890,421	(—) 1,975

* After payment of interest on capital.
† Transferred to Stores Department.

(—) Denotes loss.
‡ Not in operation.

Five of the industrial undertakings showed a profit for the year 1923-4, amounting to £43,184, while the operations of the other three resulted in a loss of £82,032, leaving a deficit for the year of £38,848. In 1922-3, five concerns were worked profitably, showing a net return of £37,571, and the other five lost £95,183, so that the net debit was £57,612. For the three years ended 30th June, 1923, the transactions resulted in an aggregate loss

of £146,794, after paying working expenses, interest, contributions to sinking funds, etc. The large losses which had been incurred led to the decision of the Government to close some of the undertakings and to dispose of the assets.

The following table shows the transactions of all State industrial undertakings during the years 1915-24, excluding the business undertakings (Railways, etc.) and the Murrumbidgee Irrigation area.

Year ended 30th June.	Capital Expenditure.	Revenue.	Expenditure.			Net Revenue.	Proportion of Net Revenue to Capital Expenditure.
			Working Expenses.	Interest, Sinking Fund, Depreciation, and Reserves.	Total.		
	£	£	£	£	£	£	per cent.
1915	1,875,251	853,434	756,464	93,019	849,483	3,951	0·21
1916	2,905,985	1,049,212	902,663	143,479	1,046,142	3,070	0·10
1917	3,421,687	1,266,398	1,085,776	138,678	1,224,454	41,944	1·22
1918	3,731,639	1,430,425	1,259,738	159,232	1,418,970	11,455	0·31
1919	3,518,025	1,475,526	1,310,025	185,143	1,495,168	(—) 19,642	(—) 0·56
1920	4,240,607	2,414,448	2,183,868	226,885	2,410,753	3,695	0·09
1921	4,821,237	2,194,471	1,970,682	192,995	2,163,677	30,794	0·63
1922	5,064,102	2,394,091	2,282,743	210,947	2,493,690	(—) 99,599	(—) 1·97
1923	5,061,530	2,194,073	1,935,276	234,256	2,169,532	24,541	0·48
1924	4,890,421	1,502,859	1,255,743	249,091	1,504,834	(—) 1,975	(—) 0·04

(—) Denotes net expenditure.

The Murrumbidgee Irrigation area is of a national character, and has therefore been treated separately. The following table shows the transactions for the past eight years.

Year ended 30th June.	Capital Expenditure.	Revenue.	Expenditure.			Net Deficiency.	Proportion of net Deficiency to Capital Expenditure.
			Working Expenses.	Interest, Sinking Fund, etc.	Total.		
	£	£	£	£	£	£	per cent.
1917	3,855,503	248,170	272,080	170,428	442,508	194,338	5·04
1918	4,116,941	225,297	240,442	194,153	434,595	209,298	5·08
1919	4,336,399	310,045	313,428	210,485	523,913	213,868	4·93
1920	5,290,692	354,851	403,502	235,916	639,418	284,567	5·38
1921	6,090,681	359,498	400,355	267,289	667,644	308,146	5·05
1922	6,923,063	478,897	462,775	341,655	804,430	325,533	4·70
1923	7,832,738	550,536	478,377	415,437	893,814	343,278	4·38
1924	8,306,599	219,435	132,310	438,987	571,297	351,862	4·24

The revenue and working expenses shown are the gross amounts. For the year 1924 there was a net trading profit of £74,429, which, deducted from the interest and sinking fund liability, £438,987, gives a total loss for the year of £364,558. The principal losses in the year 1924 occurred in the House and Property Rents Accounts, the Mirrool Accommodation House, and the domestic water supplies, while the services which showed the best results were the canning factory and the dry areas.

SPECIAL DEPOSITS AND SPECIAL ACCOUNTS.

The Special Deposits and Special Accounts form a very important division of the public finances, not only from the nature and volume of the transactions, but also by reason of the manner in which they are used in connection with the general finances of the State. These Funds are of great assistance in the banking operations of the Government, and they form a strong reserve on which the Treasurer may draw in time of need. Although

the Audit Act provides that the funds cannot be used except for the specific purpose for which they were deposited, it has been the custom for many years to draw on the balances for overdrafts of the Consolidated Revenue Fund and Loan Accounts if required. The great bulk of the funds bear interest, whether invested or not, and the power to use them enables the Government to effect a large saving in the interest which might otherwise be charged for accommodation from the banks. The following table shows the amount of these funds at 30th June in each year of the last decade:—

As at 30th June.	Amount.	As at 30th June.	Amount.	As at 30th June.	Amount.
	£		£		£
1915	5,259,710	1919	6,222,291	1922	17,491,833
1916	5,601,471	1920	9,848,520	1923	18,527,873
1917	5,619,703	1921	13,097,856	1924	19,666,636
1918	5,957,608				

The funds are divided into two classes, viz.:—Special Deposits Account and Special Accounts. The total of all moneys under these headings on the 30th June, 1924, was £19,666,636, viz., the Special Deposits Account, £19,089,779, and the Special Accounts, £576,857. The amount at the credit of each account is shown in the following table:—

Government Savings Bank of New South Wales Deposit Account	£ 4,242,079	Union Trustee Company of Australia, Limited	20,000
Government Savings Bank of New South Wales Advances Deposit Account	500,000	Government Dock, Newcastle—Store Advance Account ...	87,257
State Debt Commissioners' Deposit Account	218,012	Unclaimed Salaries and Wages Account	9,857
State Debt Trust Accounts ...	199,300	Public Trustee—Unclaimed Balances	74,477
Public Works, Railways, and Sydney Harbour Trust Stores Advance Accounts	252,568	Commonwealth Advances—Settlement of Returned Soldiers	9,806,059
Industrial Undertakings	412,514	Wheat Act	250,000
Sundry Deposits Account ...	1,396,024	Territory Trust Account ...	370
Municipal Council of Sydney, Sinking Funds	31,457	Metropolitan Water and Sewerage Board	7,465
Government Railways Superannuation Account	1,844	Hunter District Water and Sewerage Board	15,980
Housing Fund	60,407	State Superannuation Board ...	30,711
Revenue Suspense Account ...	7,841	Compensation Fund (Liquor Amendment Act)	658,769
Broken Hill Water Supply Account	32,740	Sydney Harbour Bridge (Act 28 of 1922), Municipal and Shire Rate Account	12,254
Forestry (Act No. 55 of 1916) ...	90,944	Relief to Necessitous Farmers and Graziers	21,952
Treasury Guarantee Fund ...	22,932	Main and Development Roads—Commonwealth-cum-State ...	30,836
Treasury Fire Insurance Fund	296,738	Other Accounts	45,101
Treasury Workmen's Compensation Fund	122,553		
"Sobraon" Fund	10,000		
Water and Drainage Loan Redemption Fund	100,738		
Elder's Trustee and Executor Company, Limited	20,000		
		Total	£19,089,779

Special Accounts.

	£		£
Master-in-Equity Account ...	112,361	Prothonotary Account	4,540
Master-in-Lunacy Account ...	16,688	Registrar of Probates' Account	18,582
Public Trustee Account	424,686		
		Total	576,857

Grand Total, Special Deposits and Special Accounts, £19,666,636.

Of the total sum of £19,666,636 at the credit of the accounts on the 30th June, 1924, £200,859 was invested in securities; £16,637,203 was uninvested, but used in advances and on public account at interest, the rates allowed ranging from 1 to 7½ per cent.; the remainder, £2,828,574, was similarly used, but without any interest allowance. In cases where interest was being paid by the Treasurer on the 30th June, 1924, the rate was 3 per cent., with the following exceptions:—

Crown Leases Security Deposit Account	...	...	5½ per cent.
Government Savings Bank of N.S.W. Deposit Account	...	...	5 "
" " Advances Deposit Account	...	...	4½ "
State Debt Commissioner's Trust Accounts, Municipal Council of Sydney Sinking Fund (50 Vic., No. 13)	...	...	4 "
Commonwealth Advance re Settlement of Returned Soldiers...	5½ to 7½	...	"
Commonwealth Advance, Wheat Storage Act, 1917	...	£6 7s.	"
Master-in-Equity and Master-in-Lunacy Accounts	...	...	1 "
Municipal Council of Sydney Sinking Funds	...	...	5 "

The average rate 5·1606 was allowed on Industrial Undertakings Account and on Sydney Harbour Bridge Municipal and Shire Rate Account.

On the 30th June, 1924, the funds in the custody of the State Treasurer were held as follow:—

In Banks—	£
Special Deposits Account	... 18,688,920
Special Accounts	... 576,857
New South Wales Funded Stock	... 113,750
Commonwealth Inscribed Stock	... 6,000
Deposits on Tenders	... 55,800
Fixed Deposits...	... 200,000
Miscellaneous Securities	... 25,309
Total	... £19,666,636

LOAN ACCOUNTS.

The following statement shows the amount of loans raised from the commencement of the Loan Account, in 1853, to the 30th June, 1924, and the proceeds available for expenditure, including the moneys credited to the Railways Loan Account:—

Treasury Bills, Debentures, Inscribed and Funded Stock sold to the 30th June, 1924	... £341,684,170
Discount, Interest, Bonus, and Charges	... 26,132,106
Net amount raised	... £315,552,064
Less Amount of Proceeds included in Public Debt, but not credited to Loan Accounts	... 43,194,757
Net amount available for Public Works, etc.	... £272,357,307

On the 30th June, 1924, an amount of £131,190,196 had been redeemed, of which £9,755,977 was a charge on the Consolidated Revenue, leaving £210,493,974 outstanding at the close of the last financial year. This amount is exclusive of the liabilities on account of the Closer Settlement Fund debentures, reference to which is made on a subsequent page. The aggregate amount of interest actually paid by the State on loans to the 30th June, 1924, was £145,645,547, the liability during 1923-24 being £9,976,809.

The services to which the available sum of £272,357,307 was applied are shown in the following table. The redemptions are included in the total, as although they are not items of expenditure on works and services, their inclusion is necessary to account fully for the total expenditure.

Reproductive Works:—						£	£
Railways (including those under construction)	...	...	...	...	...	98,976,730	
Tramways	...	...	...	...	...	11,196,005	
Water Supply	...	...	...	...	...	18,123,720	
Sewerage...	...	...	...	...	...	10,495,813	
Sydney Harbour Trust	...	...	...	...	...	10,004,656	
Darling Harbour Resumptions	...	...	...	...	...	1,342,603	
Industrial Undertakings	...	...	...	...	...	594,374	
Housing Fund	...	...	...	...	...	1,003,000	
							151,741,901
Partly Productive Works:—							
Conservation of Water, Artesian Boring, etc.	...	...	...	...	...	10,621,707	
Harbours and Rivers—Navigation	...	...	...	...	...	6,977,246	
Roads, Bridges, and Punts	...	...	...	...	...	2,604,256	
							20,203,209
Public Buildings and Sites, etc.	...	...	...	...	...	22,718,621	
Immigration	...	...	...	...	...	569,930	
Public Works in Queensland prior to separation	...	...	...	...	...	49,855	
Services transferred to Commonwealth—							23,338,406
Construction of Telegraph and Telephone Lines	...	...	...	...	...	1,297,582	
Post and Telegraph Offices	...	...	...	...	...	464,263	
Fortifications and Defence Works	...	...	...	...	...	1,457,536	
Lighthouses	...	...	...	...	...	144,288	
Customs Buildings	...	...	...	...	...	54,481	
Quarantine Buildings	...	...	...	...	...	18,099	
Government Dockyard—Cockatoo Island	...	...	...	...	...	502,988	
Naval Victualling Stores—Darling Harbour	...	...	...	...	...	26,450	
							3,965,687
Redemptions:—							£199,249,203
Loans repaid under various Acts	...	...	...	...	...	81,355,460	
Treasury Bills for Loan Services	...	...	...	...	...	1,991,864	
							83,347,324
							£282,596,527
Less Debit Balance, General Loan Account	...	...	...	...	...		10,239,220
Total	...	...	...	...	...		£272,357,307

The sum actually expended from loans on public works and services was £199,249,203, and an analysis shows that the proportional allocation of this amount was as follows:—Reproductive works, 76 per cent.; partly productive works, 10 per cent.; other, 12 per cent.; Commonwealth services, 2 per cent.

It will thus be seen that the proceeds of loans have been used judiciously, as most of the works are self-supporting, and have assisted materially in developing the State's resources.

The loan expenditure on account of various services during each of the last five years ended 30th June is shown below:—

Head of Service.	1920.	1921.	1922.	1923.	1924.
	£	£	£	£	£
Railways	2,387,303	3,598,351	4,399,725	4,177,273	2,914,722
Tramways	202,652	426,687	389,792	492,012	738,092
Water Supply	732,333	1,404,709	1,232,467	1,366,256	1,543,916
Sewerage	310,330	317,890	463,611	479,879	567,346
Water Conservation and Irrigation	998,459	1,131,896	1,048,613	1,004,504	844,121
Harbours, Rivers, Wharves, and Docks	432,231	663,842	676,642	451,279	400,114
Public Works, Buildings, etc.—					
Public Abattoirs, Homebush	37,277	171,190	11,375	...	3,000
Other	63,458	33,312	123,924	310,437	496,274
Roads and Bridges	8,088	13,555	320,827	231,271	185,578
Pastures Protection Boards, for					
Wire-netting	26,187	43,568	6,307	39,514	62,179
Grain Elevator and Bulk Wheat Handling	643,021	815,556	548,629	778,284	154,694
Industrial Undertakings, including Housing Fund	453,449	320,878	80,823	18,237	...
Returned Soldiers' Settlement, etc.	1,506,246	1,438,456	710,437	38,284	...
Closer Settlement	1,000,000	2,758,000	1,500,000	300,000	...
Advances to Settlers for financial aid	16,318	1,659,078	...	...	94,334
All Other Services	29,981	6,702	9,872	112,186	13,370
Gross Expenditure... ..	8,847,333	14,803,670	11,523,044	9,799,410	8,017,740
Less Repayments to Credit of Votes	52,428	102,642	1,080,312	5,391	282,260
Net Expenditure on Public Works, etc. (£	8,794,905	14,701,028	10,442,732	9,794,019	7,735,480
Loans repaid by New Loans (including Treasury Bills)	15,181,648	995,820	10,311,829	10,195,119	17,426,786
Total £	23,976,553	15,696,848	20,754,561	19,989,138	25,162,266

The loan expenditure, exclusive of redemptions, conversions, and renewals, is shown herewith for the period of thirty-nine years, 1842-1880, in decennial periods from 1881 to 1920, and for the four years ended 1924:—

Years.	During Each Period.		Total at end of Period.	
	Amount.	Per Inhabitant.	Amount.	Per Inhabitant
	£	£ s. d.	£	£ s. d.
1842-1880	16,316,530	41 12 2	16,316,530	21 9 11
1881-1890	27,639,022	29 8 8	43,955,552	39 3 7
1891-1900	20,515,704	16 6 8	64,471,256	47 12 1
1901-1910	26,876,468	18 0 4	91,347,724	56 11 11
1911-1920	65,228,221	35 5 8	156,575,945	78 6 5
*1921-1924	42,673,258	19 12 1	199,249,203	90 3 1

*Four years only.

In explanation of the great increase in loan expenditure during the period 1911-20 it may be mentioned that 1,372 miles of railway were opened as against 832 in the preceding ten years, while there was enormous expenditure also in connection with the Murrumbidgee Irrigation scheme, Sydney Harbour Trust, the rapid extension of water and sewerage services, the erection of silos and terminal elevator for handling wheat in bulk, meat abattoirs (Homebush), and Returned Soldiers and Closer Settlement schemes.

The public debt now exceeds the total expenditure from loans on works and services by £11,244,771. As a general rule, loans are renewed on

maturity, and while the total of actual loan expenditure increases each year, the outstanding debt may be increased or reduced according to the operations necessary to the flotation of new loans or the redemption of matured loans.

PUBLIC DEBT.

The first loans raised by New South Wales were for the promotion of immigration. From 1831 to 1841 the expenses attached to immigration were met by the Land Fund, into which were paid the proceeds of land sales, but these proved insufficient for the purpose in 1841, and it became necessary to obtain additional funds.

It was, therefore, decided by the Governor to borrow on the security of the Territorial or Land Revenue, and a debenture loan of £49,000 was offered locally on the 28th December, 1841. The loan was issued during 1842 in two instalments, the nominal rates of interest being 5½d. and 4d. per cent., respectively, per diem. This was the first loan floated in Australia, as well as the first raised by an Australian Government. It was not until 1854 that a loan was placed on the London market.

Between 1842 and 1855 ten loans, amounting in all to £705,200, were raised for immigration purposes. Debentures representing £329,700 were redeemed from the Territorial Revenue, and the balance, £375,500, was taken over as a public liability upon the institution of Responsible Government.

The Public Debt in November, 1855, when Responsible Government was proclaimed, was £1,000,800, distributed under the following heads:—

Raised on the Security of Territorial Revenue—						£
Immigration	...	...	...	...	...	423,000
Sydney Railway Company's Loan	...	...	...	...	...	217,500
Raised on the Security of General Revenue—						
Amount for Sydney Sewerage	...	...	...	...	...	54,900
" " Sydney Water Supply	...	...	...	...	...	28,000
" " Railways	...	...	...	...	...	256,400
" " Public Works	...	...	...	...	...	21,000
Total	...	...	...	...	...	£1,000,800

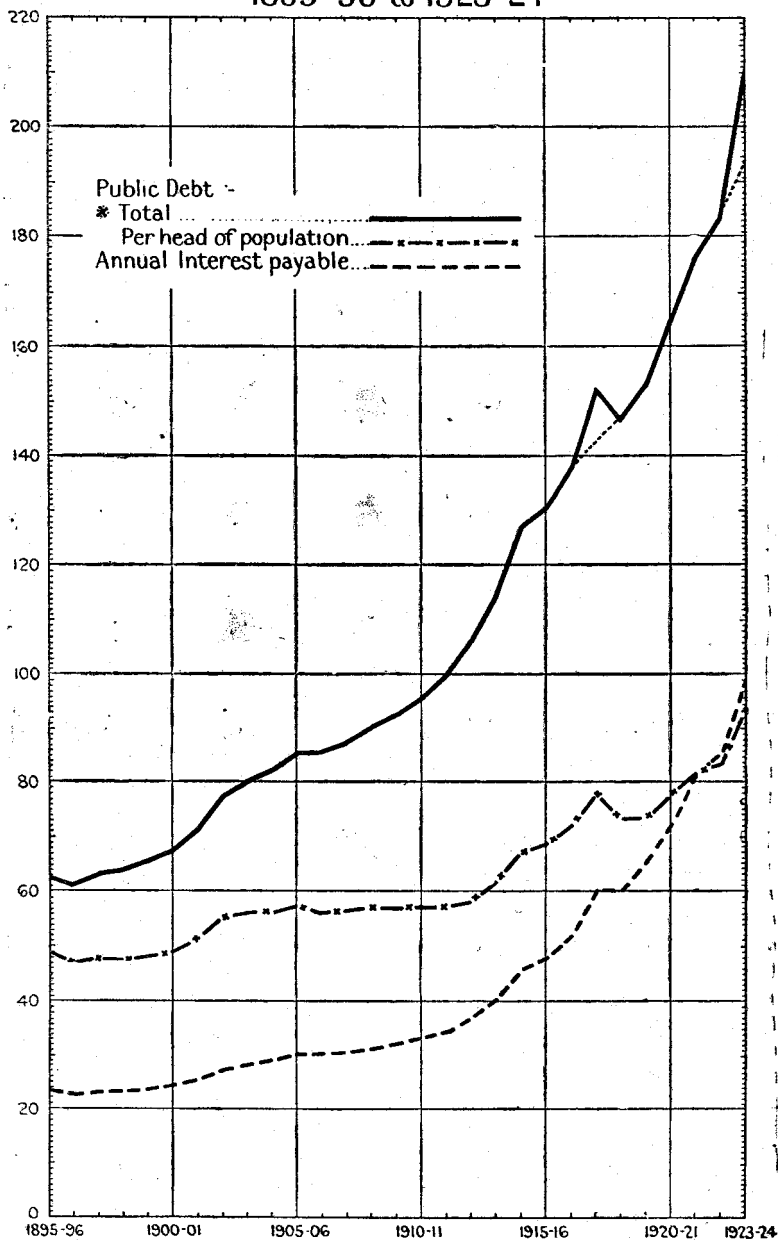
The following table shows the amount of Public Debt outstanding at the end of each quinquennial period. The growth of the debt was not rapid until after the year 1880, but during the next five years twenty millions and a half were added to the total, and in the next quinquennium approximately thirteen millions. The greatest absolute addition in any of the quinquennial periods shown was made in the five years from 1910 to 1915, when over thirty-five millions were added to the total, and the greatest expenditure relative to population in the five years 1880-85.

Year.	Amount.	Year.	Amount.	Year.	Amount.
	£		£		£
1842	49,500	1875	11,470,637	1910	92,525,095
1845	97,900	1880	14,903,919	1915	127,735,405
1850	132,500	1885	35,564,259	1920	152,776,082
1855	1,000,800	1890	48,383,333	1921	164,336,492
1860	3,830,230	1895	58,220,933	1922	176,674,387
1865	5,749,630	1900	65,332,993	1923	183,571,556
1870	9,681,130	1905	82,321,998	1924	210,493,974

The apparently large increase in 1924 is due to the fact that loans amounting to £16,419,003 were raised for the renewal of loans amounting to £16,500,000, which fell due in October, 1924, and both amounts are included. The amount of the debt was, therefore, actually £194,074,971.

The total debt quoted above and in subsequent tables, unless otherwise mentioned, is exclusive of Debentures and Ministerial Certificates issued under Closer Settlement Acts, the amount at 30th June, 1924, being £3,629,486.

PUBLIC DEBT AND INTEREST PAYABLE 1895-96 to 1923-24



The numbers at the side of the Graph represent £1 000 000 of Public Debt, £100 000 of Annual Interest payable and £1 of Debt per head of population.
 * The dotted sections of the Public Debt line indicate the actual increase in the Public Debt in 1917-18 and in 1923-24, excluding amounts raised in each of those years for the redemption or renewal of loans which fell due in the following year. (See also explanation in text.)

The following table shows the position of the public debt as at 30th June, 1915, and annually thereafter. The amount at 30th June, 1918, includes £10,076,000 floated in February, 1918, being part of a loan of £12,648,477 for redemptions due 1st September, 1918, which will explain the difference in the amount per head for the years 1917 to 1919. Similarly the amount at 30th June, 1924, includes £16,419,003 raised to redeem loans due in October, 1924, so that the actual debt at 30th June, 1924, was £194,074,971.

As at 30th June.	Debentures, Stock and Treasury Bills Sold.	Redeemed.			Public Debt.	
		From Con- solidated Revenue and Sinking Fund.	From General Loan Account, including Renewals.	Total.	Total.	Per Head.
	£	£	£	£	£	£ s. d.
1915	185,651,798	9,519,705	48,396,688	57,916,393	127,735,405	67 10 11
1916	191,244,436	9,519,705	51,210,713	60,730,418	130,514,018	68 19 5
1917	200,340,248	9,524,105	52,677,796	62,201,901	138,138,347	72 10 2
1918	214,797,361	9,524,105	52,688,563	62,212,668	152,584,693	78 11 0
1919	222,340,928	9,664,105	65,502,287	75,166,392	147,174,536	73 13 8
1920	244,715,885	9,696,211	82,243,592	91,939,803	152,776,082	73 16 11
1921	257,272,115	9,696,211	83,239,412	92,935,623	164,336,492	78 2 5
1922	279,939,742	9,696,211	93,569,144	103,265,355	176,674,387	82 3 9
1923	297,291,693	9,714,054	104,006,083	113,720,137	183,571,556	83 15 8
1924	341,684,170	9,755,977	121,434,219	131,190,196	*210,493,974	94 9 3

Including only those loans finally completed it would appear that stock with a face value to £319,684,170 has realised £311,779,212, or £7,904,958 less.

In considering the figures relating to redemptions, only the loans paid off from revenue or from sinking fund can be said to be absolutely redeemed, as when an old loan is repaid from the proceeds of subsequent flotations there is merely a change in the form of liability. Up to the time of the war this was accompanied frequently by some reduction of the interest charge, but recent renewals have had to be effected at a considerable increase in the rate of interest.

Prior to 1900 the State Government depended largely upon the London money market for the flotation of its loans, but during the last twenty-four years the requirements have been met to a much greater extent locally, as will be seen from the following statement, which shows the public debt on each register at quinquennial intervals from 1900 to 1920, and for the year 1923-24. Stocks may be transferred at any time from London to Sydney, and it should be noted that the amount registered in Sydney in 1920 and 1924 includes £7,400,000 advanced by the Commonwealth Government, which is repayable not later than 1925, and bears interest at 4½ per cent. approximately.

As at 30th June.	Registered in London.		Registered in Sydney.		Total.
	Amount.	Proportion to Total Debt.	Amount.	Proportion to Total Debt.	
	£	per cent.	£	per cent.	£
1900	55,060,650	84.28	10,272,343	15.72	65,332,993
1905	64,007,550	77.75	18,314,448	22.25	82,321,998
1910	67,154,805	72.58	25,370,290	27.42	92,525,095
1915	86,167,288	67.46	41,568,117	32.54	127,735,405
1920	101,977,445	66.75	50,798,637	33.25	152,776,082
1924	145,989,307	69.36	64,504,667	30.64	*210,493,974

* Actual amount, £194,074,971. See page 208.

From the above table it will be noted that the amount of securities held locally at the close of the financial year 1923-24 amounted to 30.64 per cent. of the total indebtedness as against 34.44 per cent. at the 30th June, 1923.

The annual payments under each head for interest and for expenses of the public debt since 1914 are shown below:—

Year ended 30th June.	Interest.	Re-demptions.	Expenses connected with management of Inscribed Stock.	Commission paid to Financial Agents in England and New South Wales.	Interest and charges paid.	
					Total.	Per Inhabitant.
	£	£	£	£	£	£ s. d.
1914	3,881,011	5,632	21,171	1,039	3,908,853	2 2 4
1915	4,125,600	5,688	21,394	1,492	4,154,174	2 4 1
1916	4,552,765	6,504	21,705	2,117	4,583,091	2 8 5
1917	4,914,211	6,868	22,297	1,991	4,945,367	2 12 3
1918	5,188,754	6,819	22,746	1,988	5,220,307	2 14 3
1919	5,462,991	6,833	20,861	2,382	5,493,067	2 15 10
1920	6,030,721	6,976	20,213	4,169	6,062,079	2 19 5
1921	6,601,894	2,566	21,102	5,506	6,631,068	3 3 5
1922	7,081,938	...	23,366	2,395	7,107,699	3 6 10
1923	7,672,590	...	26,862	2,001	7,701,453	3 10 10
1924	8,423,496	...	26,678	2,361	8,452,535	3 16 6

The interest paid during each year shown above is exclusive of payments on account of trust funds and special deposits held by the Government, and on closer settlement debentures, while the average rate quoted is based on the actual liability of the public debt, redeemable at par on maturity.

The public debt is partly funded and partly unfunded, the former comprising debentures and inscribed and funded stocks, and Treasury bills constituting the latter. The amounts outstanding, and the annual interest payable on the 30th June, 1924, were as follow:—

Description of Stock.	Amount Outstanding.	Annual Interest Payable.
Debtures—	£	£
Matured	10,350	...
Still bearing Interest	9,873,130	525,582
Inscribed and Funded Stock—		
Matured	6,413	...
Still bearing Interest	192,846,781	9,082,352
Total, Funded Debt...	£202,736,674	£9,607,934
Treasury Bills—		
Matured	1,200	...
Still bearing Interest	7,756,100	368,875
Total, Unfunded Debt ...	£7,757,300	£368,875
Total, Public Debt	£210,493,974*	£9,976,809

* Actual amount, £194,074,971. See page 208.

The following table shows the total debt outstanding on 30th June, 1924, at each rate of interest, and the annual amount payable thereon.

Rate per cent.	Amount of Stock and Bills.	Annual Interest payable.
£ s. d.	£	£
6 10 0	6,500,000	422,500
6 0 0	10,551,191	633,071
5 15 0	25,914,452	1,490,081
5 10 0	34,342,706	1,888,849
5 6 11	250,000	13,365
5 5 0	5,661,331	297,220
5 0 0	33,003,385	1,650,169
4 14 5	7,400,000	349,342
4 10 0	16,981,384	764,163
4 0 0	20,806,034	832,241
3 15 0	1,500,000	56,250
3 10 0	30,518,456	1,068,146
3 0 0	17,047,072	511,412
Matured	17,963	...
Total	£210,493,974*	£9,976,809

* See note on page 210.

The whole of the loans on which the interest rate is higher than 4 per cent. have been floated since 1914; those at the highest rates are the most recent.

The rate given for the £7,400,000 outstanding at £4 14s. 5d. per cent. is approximate only, as it has not been fixed definitely.

Dates of Maturity.

The dates of repayment of the public debt extend to 1963, and the sums falling due for redemption each year vary considerably, as will be seen from the following table, which shows the due dates and the amount repayable in London and in Sydney:—

Due Date.	Registered in—		Total.
	London.	Sydney.	
	£	£	£
Matured	10,350	7,614	17,964
Minimum date expired	...	7,395,208	7,395,208
1924-25	16,419,002	10,427,658	26,846,660
1925-26 ... ..	...	3,083,331	3,083,331
1926-27	5,996,800	12,616,067	18,612,867
1927-28	4,999,300	1,310,911	6,310,211
1928-29 ... ..	...	247,649	247,649
1929-30 ... ..	...	165,040	165,040
1930-31 ... ..	...	3,268,170	3,268,170
1931-32 ... ..	...	4,288,242	4,288,242
1932-33	12,992,904	5,177,415	18,170,319
1933-34	12,635,846	3,364,699	16,000,545
1934-35	4,981,168	10,823,716	15,804,879
1935-36	12,430,613	69,387	12,500,000
1940-41	16,064,055	435,945	16,500,000
1942-43	3,998,550	501,450	4,500,000
1943-44 ... ..	...	500,000	500,000
1945-46	10,999,700	300	11,000,000
1950-51	12,067,428	182,572	12,250,000
1955-56	22,000,000	...	22,000,000
1962-63	10,392,396	107,604	10,500,000
Permanent	1,200	1,500	2,700
Interminable ... ..	...	530,189	530,189
Total	£ 145,989,307	64,504,667	*210,493,974

* See note on page 210.

The latest due date has been given, but in several cases the loans may be redeemed earlier, subject to the Government giving notice to that effect, at periods ranging from three to twelve months.

The following statement shows the loans to be renewed during the next five years in London and Sydney, at each original rate of interest:—

Date of Maturity.	Rate of Interest per cent.	Amounts repayable in—		
		London.	Sydney.	Total.
1924-5 ...	£ s. d.	£	£	£
	3 0 0	...	420,320	420,320
	3 10 0	16,419,003	80,997	16,500,000
	4 0 0	...	89,544	89,544
	4 14 5	...	4,316,669	4,316,669
	5 5 0	...	1,520,133	1,520,133
	5 10 0	..	3,999,995	3,999,995
Total ...	...	16,419,003	10,427,658	26,846,661
1925-6 ...	4 14 5	...	3,083,331	3,083,331
1926-7 ...	4 10 0	...	977,384	977,384
	5 0 0	...	3,821,242	3,821,242
	5 10 0	5,996,800	1,903,200	7,000,000
	5 15 0	...	6,814,241	6,814,241
Total ...	...	5,996,800	12,616,067	18,612,867
1927-8 ...	4 10 0	4,999,300	700	5,000,000
	5 0 0	...	36,000	36,000
	5 6 11	...	250,000	250,000
	5 15 0	...	1,024,211	1,024,211
Total ...	...	4,999,300	1,310,911	6,310,211
1928-9 ...	4 10 0	...	4,000	4,000
	5 0 0	...	32,200	32,200
	5 10 0	...	28,300	28,300
	6 6 0	...	183,149	183,149
Total ...	...	...	247,649	247,649
Total for 5 years ...	...	27,415,103	27,685,616	55,100,719

Total Indebtedness of the State.

The amounts shown in preceding tables do not represent the total liabilities of the State Government, as they are exclusive of Debentures and Ministerial Certificates issued for the purchase of estates under Closer Settlement Acts, Advances by the Commonwealth Government, Trust Funds and Special

Deposits used by the Treasurer, and payments on Bank Accounts still to be transferred. Details of these items are shown below, and the corresponding figures for 1923 are included for purposes of comparison.

Liabilities.	As at 30th June, 1923.	As at 30th June, 1921.
	£	£
Public Debt	183,571,556	210,493,974
<i>Less</i> amount raised to redeem loans maturing 1st October, 1924. ...	...	16,419,003
	183,571,556	194,074,971
Closer Settlement Debentures ..	4,297,650	3,619,200
Ministerial Certificates..	10,286	10,286
Net Overdraft on Public Accounts, exclusive of Special Deposits ...	13,846,646	14,397,141
Amounts not transferred to Public Accounts	731,757	564,199
Total Indebtedness ...	202,457,895	212,665,797
Per Head of Population ...	£92 8 1	£95 8 9

On the 30th June, 1924, the liabilities of the State, as shown above, were £212,665,797, but this amount should be decreased by advances to be repaid under the headings shown below:—

	£
Country Towns Water Supply	1,644,214
Country Towns Sewerage and Drainage	537,069
Water and Drainage Trusts	117,841
Other Services	174,100
Total	£2,473,224

There is also the property transferred to the Federal Government, valued at £3,965,687, on which interest is paid at $3\frac{1}{2}$ per cent. per annum, and the amount at credit of the Sinking Fund, £429,212, so that the net liability is reduced to £205,797,674, and there is a further set-off in the balance repayable by settlers under Closer Settlement Acts, which amounts to approximately £10,500,000.

Cost of Raising Loans.

The charges incidental to the issue of loans in London are heavy. Operations are conducted by the Bank of England and by the London and Westminster Bank, and the former charges $\frac{1}{4}$ per cent. per £100 of stock on all loan issues, and £350 per million annually for the inscription and management of stock, including the payment of the half-yearly dividends; while the latter charges $\frac{1}{4}$ per cent. and £150 per million respectively for similar services. Stock to the value of £22,067,460 only is now held by the Bank of England, while the London and Westminster Bank holds £93,307,515. In Sydney the Bank of New South Wales and the Commercial Banking Company of Sydney (Limited) transact all Government banking business. The former acts as the financial agent for the State in Victoria, and undertakes the payment of the half-yearly dividends on local debentures

and funded stock. The Treasury directly conducts the operations connected with the issue of New South Wales Funded Stock and Treasury Bills, and no local loan has been underwritten.

The following statement shows the charges for the negotiation of loans floated during the period 1914 to 1924, inclusive of the accrued interest and bonuses allowed to investors. Local Debentures and Treasury Bills have not been included, as those disposed of in Sydney are usually sold at par, and little expenditure, if any, is incurred, while the securities under these headings negotiated in London are generally for short periods pending the flotation of long-dated loans.

Year when Floated.	Amount of Principal.	Gross Proceeds.	Charges, etc.					Expenses per £100 of Gross Proceeds.
			Stamp Duty, Postage, and other Expenses.	Bank Commission.	Paid to Investors—Interest Bonus and Discount Bonus.	Brokerage and Underwriting.	Total.	
	£	£	£	£	£	£	£	£ s. d.
Issued in London.								
1914	7,500,000	7,312,500	46,875	18,750	55,473	115,270	236,363	3 3 1
1915	7,003,000	6,965,000	23,310	17,500	9,015	106,553	156,378	2 4 11
1917	2,500,000	2,500,000	3,095	6,250	14,389	38,650	62,384	2 9 11
1918	19,076,000	19,001,000	42,135	47,690	41,219	223,027	354,071	1 17 3
1919	3,000,000	2,985,000	4,295	7,500	7,581	44,356	64,062	2 2 11
1919-20	5,000,000	4,910,000	6,918	12,500	11,240	68,995	99,653	2 0 7
1920-21	6,500,000	6,500,000	73,198	16,250	22,486	112,544	224,478	3 9 1
1921-22	3,000,000	2,865,000	9,735	7,500	3,527	51,851	72,613	2 10 8
	7,000,000	6,790,000	4,519	17,500	2,516	103,262	127,797	1 17 8
1922-23	5,000,000	4,750,000	16,703	12,500	2,595	74,827	106,625	2 4 11
	4,000,000	3,900,000	*	*	*	*	*	*
1923-24	6,000,000	6,000,000	2,033	15,000	4,503	88,344	110,785	1 16 11
	22,000,000	22,000,000	*	*	*	*	*	*
Issued in Sydney.								
1914	532,056	532,056	Nil.	Nil.	Nil.	1,300	1,300	0 4 11
1917	1,770,154	1,770,154				2,110	2,110	0 4 8
1918	979,313	979,313				Nil.	Nil.	Nil.
1919	1,492,367	1,492,367				Nil.	Nil.	Nil.
1919-20	14,778,156	14,778,156				20,000	20,000	0 2 8
1920-21	5,309,000	5,309,000				12,000	12,000	0 4 6
1921-22	8,817,927	8,817,927				10,400	10,400	0 2 4
1922-23	7,193,551	7,193,551				18,750	18,750	0 5 3
1923-24	16,194,377	16,194,377				17,050	17,050	0 2 1

* Not available.

The Sydney sales take place at the Treasury on the basis of £100 cash for every £100 of stock, and a commission of $\frac{1}{2}$ per cent. is allowed when a broker is engaged. The cost of negotiation for issues in Sydney during the past ten years was about 2s. 10d. per £100 of gross proceeds, whilst the average charges for London loans, including underwriting, were £2 5s. 9d.

STOCK QUOTATIONS.

The average market prices of stock in Sydney are shown in the following table for each month of the year 1923-24, the figures being taken from the *Sydney Stock and Share List*.

Date.	Stock bearing interest at--					
	5½ per cent.	5½ per cent.	5½ per cent.	5 per cent.	3½ per cent.	3 per cent.
1923—	£	£	£	£	£	£
July	101½	100½	100	*	71	60
August	101½	100½	99½	*	70½	61
September	100½	100½	99	*	70	61
October	100½	99¾	99	*	70	60
November	99½	99½	98½	*	*	60
December	99½	99	*	95½	71	60
1924—						
January	99½	99	*	*	70	*
February	99¾	99½	*	*	67½	60
March	100	99¾	*	*	67½	58
April	99½	99¾	*	*	67½	60
May	100	99¾	99½	97½	68	60
June	101	99¾	99½	*	69	58

* No quotation.

The only London prices available for the twelve months ended 30th June, 1924, as shown in the *Economist*, relate to the 5½ per cent. stock, which was quoted in July, 1923 at 100½, and in August at 100½. Between September, 1923, and June, 1924, the price was either par or 101.

REDEMPTIONS AND SINKING FUNDS.

Under the provisions of the State Debt and Sinking Fund Act, 1904, the State Debt Commissioners' Board was constituted, the members being the Treasurer, the Chief Justice, the Speaker of the Legislative Assembly, and the Under Secretary for Finance and Trade; and the Board controls certain trust funds and special accounts. The original Act provided for a general sinking fund, and a sum of £350,000 was paid each year to the credit of the fund, while under the Treasury Bills Deficiency Act, 1905, an additional £50,000 was required to be transferred to the fund whenever a sufficiently large surplus enabled this to be done. The Commissioners apply the credit balance in purchasing or paying-off stock, debentures, or Treasury bills; and they are empowered to invest the moneys in approved securities. The State Debt and Sinking Fund (Amendment) Act, 1914, provided that where at the close of a year there is a deficiency on the Consolidated Revenue Account the Commissioners shall repay any amount, not being greater than such deficiency, which had been issued from the fund to the Commissioners during the year. Since the last-mentioned Act was passed the amount of £350,000 has been paid to the Commissioners each year, and has been returned to the Treasury.

The transactions under the Act for the financial year ended the 30th June, 1924, were as follow:—

RECEIPTS.					£	£
Balance brought forward from 1922-23	...	...	...	...	...	441,844
Annual Contribution from Consolidated Revenue Fund	...	...	...	...	...	350,000
Country Towns Water Supply	...	...	...	...	10,055	
Country Towns Sewerage	...	...	...	...	2,870	
						12,925
Interest—Funded Stock	...	...	...	...	7,862	
Deposit with Colonial Treasurer...	...	...	...	...	5,845	
						13,707
Total	...	...	...	...	...	£818,476
EXPENDITURE.					£	£
Annual contribution from Consolidated Revenue Fund	...	...	...	...	...	350,000
Redemption of Funded Stock	...	...	...	...	...	39,264
Balance carried forward to 1923-24—						
Invested in N.S.W. Funded Stock	...	...	...	...	211,136	
On Deposit with Colonial Treasurer	...	...	...	...	218,012	
On Account Current	...	...	...	...	64	
						429,212
Total	...	...	...	...	...	£818,476

FINANCIAL RELATIONS BETWEEN THE STATES AND THE COMMONWEALTH.

The relations between States and Commonwealth are such that neither can truly gain by obtaining advantage over the other. The affairs of each are so intertwined that if one be hampered the other must be affected also, and the development of Australia, on which both are dependent, will be retarded.

One of the most difficult problems to be solved in formulating a constitution for the Commonwealth of Australia was the determination of the relative shares of the Commonwealth and States respectively in the proceeds of taxation from Customs and Excise. Each of the two governing powers was invested with authority to levy direct taxation, consequently no difficulty arose in this respect; but the power to impose tariffs through Customs and Excise duties, formerly exercised by the State, was at Federation vested in the Commonwealth Parliament. Hence it became necessary to decide some proportion of the revenue derivable from these sources of indirect taxation which should constitute by legal right the share of the States *qua* States in these imposts.

From the time when the Federal Constitution was under discussion to the time when the Surplus Revenue Act was passed in 1910, it was universally admitted that in any arrangement between the Commonwealth and the States the proportion of Customs and Excise Revenue to be retained by the one, and the proportion to be handed back to the other, should be based on the respective needs of each. Practically the only difference of opinion was whether expenditure on such services as it has been the public policy of the States or Commonwealth to undertake, and which are called "Business Undertakings" in New South Wales, should be included in the "needs," or whether it should be premised that they should pay for themselves.

It was in recognition of these needs that it was provided by section 87 of the Commonwealth Constitution Act, popularly known as the "Braddon" clause, that during the first ten years of the existence of the newly-created Australian Commonwealth there should be returned not less than three-fourths of the net revenue from Customs and Excise to the State in which it was received; also, that such proportion should continue to be returnable after the ten-year period until the Commonwealth Parliament should decide what other disposition of these revenues should be made.

During the early years of the experience of the Commonwealth the question of the policy to be pursued at the expiry of the period of ten years named in the Braddon clause was not immediately pressing, because (1) the needs of the Federation had not become sufficiently urgent to cause a necessity for appropriating the full quarter allocated for Commonwealth requirements until 1st July, 1908, and (2) the fact that a term of years had yet to ensue before a fresh arrangement could be made under the Constitution, tended to the postponement of the determination of a question which was fully recognised to be intricate and difficult of solution.

Towards the close of the ten-year period, however, it became evident that more revenue would be required to enable the Federal Government to fulfil its assigned functions. A number of conferences were held, but until the year 1909 a definite agreement was not reached. In that year it was agreed that the amount to be returned should be 25s. per head of population, and the original proposal was that the Constitution should be altered to provide that payment. At a referendum, however, the proposal was defeated by a small majority, and the Surplus Revenue Act of 1910 was passed by the Commonwealth Parliament. The Act provides that for ten years, from 1st July, 1910, and thereafter, until Parliament provides otherwise, the Commonwealth shall pay to each State by monthly instalments an annual sum amounting to 25s. per head of its population.

This measure was a temporary expedient, and the matter has been discussed at length by representatives of the Government of the Commonwealth and of the States many times without reaching finality. A conference of Premiers was held in May, 1920, and continued in July, and other meetings were subsequently held, but although the parties arrived at satisfactory agreements upon several important matters, some involving heavy expenditure, they were unable to agree upon the two most important questions of finance, namely, the co-ordination of borrowing, and the per capita payment to the States.

At a conference between Ministers of the Commonwealth and the States, which was held at Melbourne in May-June, 1923, the Commonwealth Government proposed that, for a period of five years, and thereafter until the Parliament otherwise provided, it should relinquish portion of its field of direct taxation by ceasing to collect tax from all individuals whose incomes were £2,000 a year or less, and by granting an exemption of £2,000 to other individuals; in consideration of this action the States were asked to agree to the cessation of the per capita payments and to forego the interest now being paid by the Commonwealth on transferred properties.

The States proposed that—

- (1) The Commonwealth should retire from the field of income taxation.
- (2) Contingent on this being done, the States would relinquish claim to any share in Customs and Excise Revenue, and, if necessary, recoup the Commonwealth, on an equitable basis, loss of revenue to the Commonwealth under these proposals, the amount payable in each year by the several States to be determined in conference with the Prime Minister.
- (3) This arrangement to be embodied in a ten years' agreement between the Commonwealth and the States.

After discussion the Commonwealth amended its proposal and offered to abolish entirely taxation of individual incomes, and to operate only in the field of Company Taxation, undertaking not to collect more than the equivalent of 2s. 6d. in the £ on the total profits of companies. Later the Conference discussed the matter informally in committee, when the Prime Minister outlined the following proposals, which, upon resumption of

the Conference, were accepted in principle by four States—Victoria, Queensland, South Australia, and Western Australia. New South Wales dissented and Tasmania was not represented. The proposals were:—

For the period of five years from the 1st July, 1923:

1. The Commonwealth was not to levy any income tax on any incomes except those of companies.
2. The income tax levied by the Commonwealth on the income of companies was not to exceed 2s. 6d. in the £.
3. No interest was to be paid by the Commonwealth to the State on properties transferred to the Commonwealth under section 84 of the Constitution.
4. No payment was to be made by the Commonwealth to the States under the Surplus Revenue Act, 1910.
5. The Commonwealth was to make payments to the States upon the following basis calculated with regard to each State:—
 - (a) i. The amount of the payments made to the States under the Surplus Revenue Act, 1910.
 - ii. The interest on properties transferred from the States.
 - iii. The amount of tax on the incomes of companies collected by the States.
 - (b) i. The amount of tax on the incomes of companies collected by the States in excess of an average of 1s. 3d. in the £.
 - ii. The amount of Commonwealth income tax collections in the State, other than taxes on the incomes of companies.

Where, in regard to any State, the total of the amount calculated under paragraph (b) did not exceed the total of the amounts calculated under paragraph (a) by £100,000 the Commonwealth was to pay to the States the sum necessary to produce an excess of £100,000.

The proposals have not been brought into operation in any of the States, but agreements have been made between the Commonwealth and each State, excepting Western Australia, for the collection in the State of the Commonwealth and State taxes by one authority, namely, the State Commissioner of Taxation, thus effecting a great saving and obviating the necessity for separate returns. Under a somewhat similar agreement the Commonwealth has collected the taxes in Western Australia since 1921.

With reference to the co-ordination of borrowing, the Commonwealth Government proposed that there should be a Loan Council, consisting of the Treasurer of the Commonwealth and the Treasurer of each State. Its functions would be to determine the order in which the Commonwealth, the States, and the various public bodies created by the State Legislatures should come upon the market within Australia, and to advise each Treasurer as to the rate of interest and the other terms upon which local loans should be floated. The States supported the proposal for the establishment of a Loan Council, but with power to act in an advisory capacity only, and this proposal was adopted. It was considered desirable by the States and agreed to by the Commonwealth that a Sinking Fund, or Redemption Fund, of not less than one-half per cent. should be established in connection with all new loans.

It was resolved also that, providing all the States and the Commonwealth have passed the necessary validating legislation, interest on all loans issued

after the 31st December, 1923, be subject to taxation. The Commonwealth Parliament almost immediately passed an Act making the interest on all loans raised in Australia after 31st December, 1923, subject to Commonwealth income tax.

It was arranged in July, 1924, that the Commonwealth should raise all the new loan money required in Australia by the States. Each Government, however, will continue to arrange its own loans in London, but to a limited extent, and will make its arrangements for conversion after consultation with the Australian Loan Council.

It is interesting to consider the following table, which shows, taking the combined expenditure of the Commonwealth and States on administrative or governmental functions, that is, exclusive of business undertakings, the proportion of the total expenditure which was incurred by the States and by the Commonwealth in 1901-2, the first year of the Commonwealth, in 1909-10, the year before the commencement of the Surplus Revenue Act, in 1913-14, the year before the War, and in 1923-24, the latest year. The expenditure by the Commonwealth on war services in 1923-24 has not been included, as there was no similar expenditure in the earlier years. The table shows also the proportion of Customs and Excise revenue retained by the Commonwealth in each of those years:—

Year.	Proportion of Total Expenditure (exclusive of Business Undertakings).		Proportion of Customs and Excise retained by Commonwealth.
	By States.	By Commonwealth.	
	per cent.	per cent.	per cent.
1901-02 ...	85	15	15
1909-10 ...	79	21	25
1913-14 ...	73	27	56
1923-24 ...	67	33	80

The following statement shows the extent to which the States' revenues are dependent on the per capita payments from the Commonwealth. It gives the proportion per cent. from the revenue (excluding business undertakings) of each State from the principal sources in 1923-24, and it is obvious that if the Commonwealth payments were reduced materially the States could balance their accounts only by severe economy or by heavy increases in taxation. The receipts of business undertakings have been excluded on the assumption that the charges for those services should be fixed to meet the expenditure.

State.	Proportion of Revenue obtained from—				
	Commonwealth Payments.	Taxation.	Land.	All Other Sources.	Total.
	per cent.	per cent.	per cent.	per cent.	per cent.
New South Wales ...	18·4	53·6	13·0	15·0	100
Victoria ...	21·1	46·8	4·0	28·1	100
Queensland ..	13·0	46·9	19·7	20·4	100
South Australia ...	16·6	47·0	7·5	28·9	100
Western Australia ...	15·4	32·4	12·8	39·4	100
Tasmania ...	22·9	59·7	5·3	12·1	100
All States ...	17·8	48·5	11·3	22·4	100

The next statement shows the principal items of revenue and expenditure of the States and of the Commonwealth for the year 1923-24, and is included to show the relation of the various States to each other, and of all the States to the Commonwealth.

Heading.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	All States.	Commonwealth.
<i>Revenue.</i>								
GOVERNMENTAL—	£	£	£	£	£	£	£	£
Payments by Commonwealth	2,738,725	2,014,746	1,004,892	650,453	558,570	†356,565	7,323,951	..
Taxation—								
Customs and Excise .. ..	..	..	..	..	..	..	..	35,750,784
Income Tax	4,373,519	1,702,483	2,300,044	894,283	719,160	431,271	10,420,760	11,057,555
Land Tax	2,653	412,165	445,874	184,226	71,449	120,657	1,237,029	2,030,127
Probate Duties	956,457	798,315	*685,528	191,373	66,969	71,750	2,770,392	1,320,911
Other	2,635,497	1,563,195	185,756	571,838	315,989	304,682	5,596,957	692,106
Total Taxation	7,988,131	4,470,158	3,617,202	1,841,720	1,173,567	928,360	20,025,138	50,852,483
Land	1,929,703	384,151	1,514,555	292,584	462,657	83,290	4,666,940	..
Other Public Services	1,068,886	733,344	162,528	622,696	771,048	76,665	3,435,167	255,747
Other Revenue	1,163,453	1,255,040	1,414,827	508,970	654,195	111,575	5,808,060	4,919,546
Total Governmental	14,888,898	9,563,439	7,714,004	3,916,423	3,620,037	1,556,455	41,259,256	56,027,776
Business Undertakings	22,462,911	13,006,491	5,714,036	5,015,917	4,245,558	891,222	51,336,135	9,989,427
Total Revenue	37,351,809	22,569,930	13,428,040	8,932,340	7,865,595	2,447,677	92,595,391	66,017,203
<i>Expenditure.</i>								
GOVERNMENTAL—								
Administrative and Departmental	12,977,166	6,577,287	4,445,629	2,921,202	2,471,967	865,034	30,258,285	13,196,780
Interest, excluding Business Undertakings	2,239,395	1,589,601	1,444,787	942,694	1,440,127	504,095	8,160,699	1,187,078
Sinking Fund and Redemptions .. ..	..	402,435	217,814	175,488	125,134	88,116	1,008,987	40,116
Defences .. ..	..	..	..	..	..	..	..	3,514,180
War Services, including Pensions and Interest .. ..	..	..	..	..	..	..	..	28,770,106
Total Governmental	15,216,561	8,569,323	6,108,230	4,039,384	4,037,228	1,457,245	39,427,971	51,708,860
BUSINESS UNDERTAKINGS—								
Working Expenses	15,161,590	9,690,894	4,990,749	3,233,278	2,788,809	748,957	36,619,277	8,168,066
Interest and Sinking Fund	6,873,268	4,073,497	2,316,353	1,707,937	1,268,716	452,180	16,691,951	533,649
Total Business Undertakings	22,034,858	13,764,391	7,307,102	4,946,215	4,057,525	1,201,137	53,311,228	8,701,715
New Works .. ..	..	..	..	..	..	..	..	629,510
Payments to States .. ..	..	..	..	..	..	..	..	7,314,538
Total Expenditure	37,251,419	22,333,714	13,415,332	8,985,599	8,094,753	2,658,382	92,739,199	68,354,62*

* Includes other Stamp Duties—not shown separately.

† Includes £85,000, special grant.

The amounts shown as expended as interest on capital expenditure of business undertakings were known absolutely in some of the States, but were estimated for the other States, where the information was not known definitely, on the assumption that the average rate of interest on the whole public debt was the rate on the loan expenditure of these undertakings.

The administrative and departmental services of the State comprise such important matters as education, hospitals and charities, police and law, local government, lands, mines, agriculture, forestry, and navigation (part); and of the Commonwealth, invalid and old age pensions, maternity allowances, defence, navigation (part), and trade and customs.

Relatively to population, the heads of revenue and expenditure of each State separately, of all the States combined, and of the Commonwealth, in 1923-24 are as follow:—

Heading.	Per head of population.							
	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	All States.	Commonwealth.
<i>Revenue.</i>								
GOVERNMENTAL—	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Payments by Commonwealth ..	1 4 9	1 4 9	1 4 9	1 4 9	1 11 7	1 12 6	1 5 6	....
Taxation—								
Customs and Excise ..	....	....	....	....	....	....	....	6 4 4
Income Tax ..	1 19 7	1 1 0	2 16 8	1 14 1	2 0 7	1 19 5	1 16 3	1 18 5
Land Tax ..	....	0 5 0	0 11 0	0 7 0	0 4 0	0 11 0	0 4 4	0 7 1
Probate Duties ..	0 8 8	0 9 10	0 16 11	0 7 3	0 3 10	0 6 6	0 9 8	0 4 7
Other ..	1 4 0	0 19 3	0 4 7	1 1 10	0 17 11	1 7 10	0 19 6	0 2 5
Total Taxation ..	3 12 3	2 15 1	4 9 2	3 10 2	3 6 4	4 4 9	3 9 9	8 16 10
Land ..	0 17 6	0 4 9	1 17 4	0 11 2	1 6 1	0 7 8	0 16 3	....
Other Public Services ..	0 9 9	0 9 0	0 4 0	1 3 9	2 3 7	0 7 0	0 11 11	0 0 11
Other Revenue ..	0 10 6	1 4 1	1 14 11	0 19 5	1 17 0	0 10 2	1 0 3	0 17 1
Total Governmental ..	6 14 9	5 17 8	9 10 2	7 9 3	10 4 7	7 2 1	7 3 8	9 14 10
Business Undertakings ..	10 3 3	8 0 1	7 0 11	9 11 2	12 0 0	4 1 4	8 18 9	1 14 9
Total Revenue ..	16 18 0	13 17 9	16 11 1	17 0 5	22 4 7	11 3 5	16 2 5	11 9 7
<i>Expenditure.</i>								
GOVERNMENTAL—								
Administrative and Departmental ..	5 17 5	4 0 11	5 9 7	5 11 4	6 19 9	3 19 0	5 5 4	3 3 3
Interest, excluding Business Undertakings ..	1 0 3	0 19 7	1 15 8	1 15 11	4 1 5	2 6 0	1 8 5	0 4 1
Sinking Fund and Redemptions ..	....	0 4 11	0 5 4	0 6 9	0 7 1	0 8 0	0 3 6	0 0 2
Defence ..	....	....	....	....	....	....	....	0 12 3
War Services, including Pensions and Interest ..	....	....	....	....	....	....	....	5 0 1
Total Governmental ..	6 17 8	5 5 5	7 10 7	7 14 0	11 8 3	6 13 0	6 17 3	8 19 10
BUSINESS UNDERTAKINGS—								
Working Expenses ..	6 17 3	5 19 3	6 3 1	6 3 5	7 17 8	3 8 5	6 7 6	1 8 5
Interest and Sinking Fund ..	3 2 2	2 10 2	2 17 1	3 5 1	3 11 8	2 1 3	2 18 2	0 1 10
Total Business Undertakings ..	9 19 5	8 9 5	9 0 2	9 8 6	11 9 4	5 9 8	9 5 8	1 10 3
New Works ..	....	....	....	....	....	....	....	0 2 2
Payments to States ..	....	....	....	....	....	....	....	1 5 5
Total Expenditure ..	16 17 1	13 14 10	16 10 9	17 2 6	22 17 7	12 2 8	16 2 11	11 17 8

The payments by the Commonwealth to all the States in 1923-24 represented 25s. 6d. per head of population, the excess of 6d. per head over the 25s. mentioned above being due to a special payment to Western Australia,

and a special grant of £85,000 to Tasmania. Under the Surplus Revenue Act of 1910 a moiety of the special payment to Western Australia is deducted from the amounts payable to the States at the rate of 25s. per head, so that the sum actually paid to New South Wales in 1923-24 represented only 24s. 9d. per head.

The Commonwealth Constitution Act of 1901 empowered the Commonwealth to take over from the States their public debts as existing at the establishment of the Commonwealth. In 1910 a proposed law to alter the Constitution so as to authorise the transfer of all the debts incurred by the States was ratified by means of a referendum, but no further action has been taken.

The public debts of the State as at 30th June, 1924, amounted to £582,332,026, and of the Commonwealth to £415,600,099, of which £351,997,516 was incurred on account of the war. The following table shows the public debt of each State and of the Commonwealth, also the total amount of interest payable. In the statement on page 221, relating to the finances of the States and Commonwealth, the interest payable appears partly under Governmental Services and partly under Business Undertakings.

State.	Public Debt,†		Interest Payable.	
	Total.	Per Head.	Total.	Per Head.
	£	£ s. d.	£	£ s. d.
New South Wales... ..	*210,493,974	94 9 3	*9,976,809	4 9 6
Victoria	124,108,326	75 13 9	5,942,166	3 12 6
Queensland... ..	91,128,596	110 2 5	3,897,747	4 14 2
South Australia	70,100,164	132 10 10	3,426,958	6 9 8
Western Australia	62,768,281	174 3 7	2,607,416	7 4 9
Tasmania	23,732,685	111 6 5	1,162,239	5 9 0
All States	582,332,026	100 8 10	27,013,335	4 13 2
Commonwealth—				
War Debt	351,997,516	60 13 0	18,922,431	3 5 2
Other	63,602,583	10 19 3	2,997,036	0 10 4
Total Commonwealth ...	415,600,099	71 12 3	21,919,467	3 15 6
Grand Total ...	997,932,125	172 1 1	48,932,802	8 8 8

* Exclusive of Closer Settlement Debentures. See also note on page 210.

† Gross amount—Sinking Funds not deducted.

The grand total is duplicated to the extent of £29,517,900, of which £10,860,600 represents the value of properties transferred to the Commonwealth, and £18,657,300 loans raised by the Commonwealth for the States,

which was apportioned as follows:—Victoria, £1,980,900; Queensland, £6,765,300; South Australia, £4,139,800; Western Australia, £4,696,000; and Tasmania £1,075,300. New South Wales did not participate in the distribution of these loan proceeds, but, in common with the other States, received advances from the Australian Notes Fund. These advances are not included in the Public Debt of the States.

The Public Debt of the States as shown above appears large, but no less than 72 per cent. of the total amount, ranging from 58 per cent. in Western Australia to 84 per cent. in New South Wales, has been spent on works of a reproductive character, such as railways, tramways, water supply, sewerage, harbours, and rivers. The balance of the debt has been expended on other necessary works or services, namely, roads, bridges, industrial undertakings, promotion of agriculture, assistance to returned soldiers, aid to farmers, and other matters, which, although not returning direct revenue, have assisted in the development of the States.

In so far as a comparison between the various States is concerned, the Victorian Public Debt, to be on the same basis as that of the other States, should be increased by £17,399,143, representing loans raised by the Melbourne Metropolitan Board of Works, the Melbourne Harbour Trust, and the Geelong Harbour Trust, to construct necessary works. Corresponding amounts are included in the quotations shown above for the other States, and if the sums referred to were added as stated, the Victorian Public Debt would be £141,507,469, or £87 1s. 3d. per head, and the annual interest thereon would be £6,790,015, or £4 3s. 6d. per head.

RAILWAYS AND TRAMWAYS.

THE first two projects for the construction of railways in New South Wales originated with private companies, but it was soon recognised that the undertakings were beyond their financial resources, and the works were transferred to the Government. Since then it has been an established policy that all railways shall be under Government control, although a few private lines have been constructed purely for local purposes. One result of this policy is to be seen in the magnitude of the annual receipts and expenditure of the State, and in the growth of the public debt. More than 52 per cent. of the expenditure in 1923-24 was in connection with railways and tramways, and nearly 56 per cent. of the public debt has been expended in their construction and equipment.

The management is in the hands of a Chief Commissioner and two Assistant Commissioners appointed by the Governor. There are also four Area Commissioners appointed by the Chief Commissioner. The control of the Commissioners extends over all Government railways and tramways in operation, and although the construction of new lines is undertaken by the Department of Works, the Chief Commissioner decides the position, character, and suitability of stations, etc. All railway and tramway property is vested in the Chief Commissioner as a body corporate.

On 26th September, 1855, the first railway line, 14 miles in length, was opened for traffic between Sydney and Parramatta, and communication was established between Newcastle and East Maitland on 11th April, 1857.

The growth of the State railways may be traced in the table given below, and the Campbelltown to Camden, Westmead to Castle Hill, and Yass tramways are included, as they are worked with the railways.

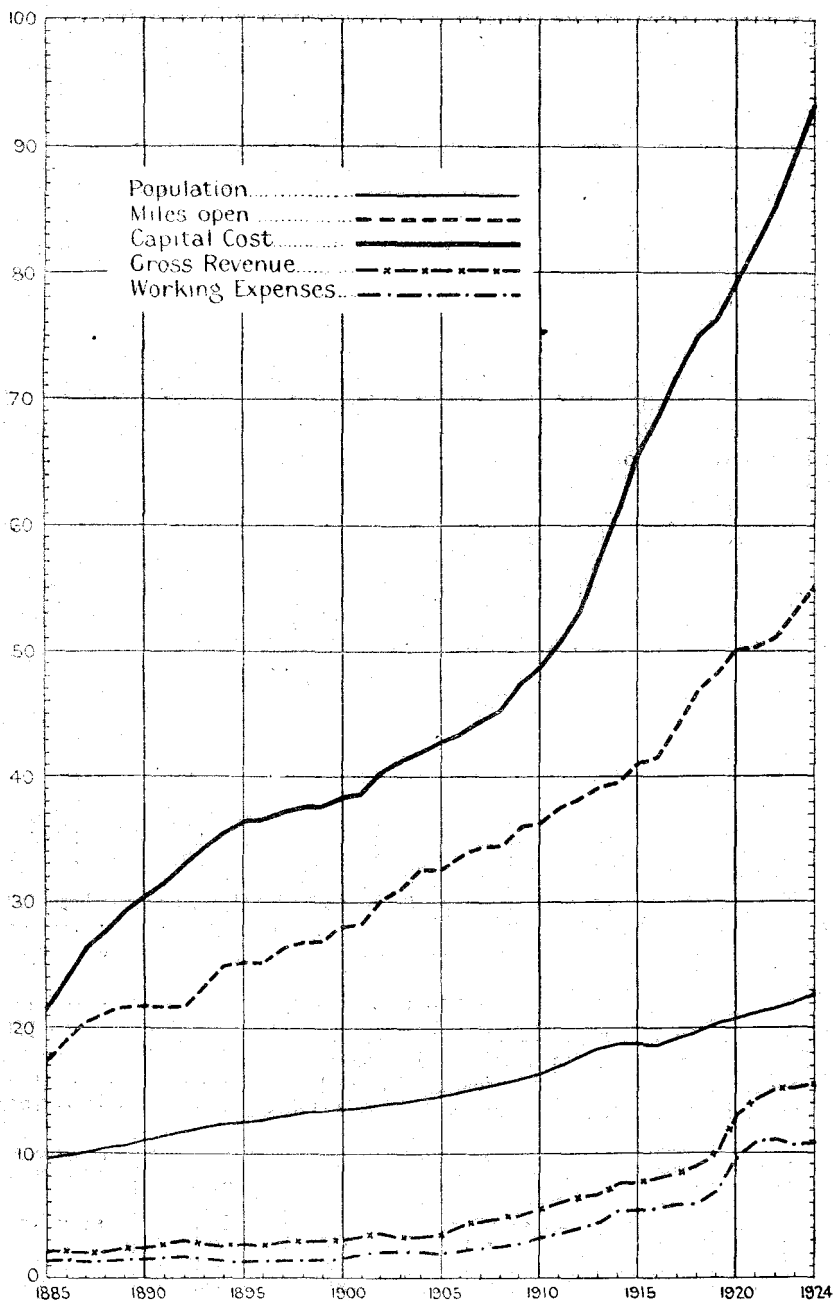
Period.	Opened during the period.	Total opened at end of period.	Period.	Opened during the period.	Total opened at end of period.
	miles.	miles.		miles.	miles.
1855-64	143	143	1915-19	858	4,825
1865-74	260	403	1920	190	5,015
1875-84	1,215	1,618	1921	28	5,043
1885-94	883	2,501	1922	73	5,116
1895-1904	780	3,281	1923	202	5,318
1905-14	686	3,967	1924	205	5,523

The total length of lines open at 30th June, 1924, as shown above, was 5,523 miles, distributed as follows:—Southern system, 1,944 miles; Western, 1,99 miles; and Northern, 1,586 miles; and in addition there were 1,085 mile of sidings and crossovers.

The progress can be gauged fairly by comparing the population and area of territory to each mile of line open for traffic at different periods. In 1900 the average population per mile of line was 482, and in 1924 it was 403, while the area of territory has decreased from 4,434 square miles in 1860 to 56 square miles in 1924. The following statement shows the extension since 1860.

Year.	Population to each Mile of Line open.	Area to each Mile of Line open.	Year.	Population to each Mile of Line open.	Area to each Mile of Line open.
	No.	sq. miles.		No.	sq. miles.
1860	4,979	4,434	1895	501	123
1865	2,861	2,170	1900	482	110
1870	1,471	916	1905	443	95
1875	1,360	710	1910	443	85
1880	831	366	1915	455	75
1885	548	179	1920	406	62
1890	523	142	1924	403	56

STATE RAILWAYS, 1885-1924



The numbers at the side of the Graph represent 100 000 of Population, 100 miles of railways, £1 000 000 of Capital Cost, of Revenue and of Expenses.

DUPLICATION OF LINES.

In addition to increasing the facilities by the construction of new lines, provision for the rapidly extending traffic is being made by the duplication of existing main lines.

There are duplicate lines on the main western line as far as Orange; the southern line is duplicated as far as Cootamundra North Junction, the northern line as far as Branxton, and all the South Coast line, except certain tunnels.

The following statement shows the length of line laid with one or more tracks at intervals since 30th June, 1900 :—

At 30th June.	Single.	Double.	Triple.	Quadruple.	Total.
	miles.	miles.	miles.	miles.	miles.
1900	2,644	158½	...	8½	2,811½
1905	3,079½	193	...	8½	3,280½
1910	3,393	241½	...	8½	3,643
1915	3,692½	406½	8	27½*	4,134½
1920	4,405	567	7½	35½*	5,015
1924	4,874½	598½	9½	40*	5,523

* Includes 1 mile 9 chains with five tracks.

COST OF RAILWAY CONSTRUCTION.

The average cost per mile open for traffic of the Government Railway lines, excluding expenditure for rolling stock, machinery, furniture, and workshops and stores, has been £13,132—an amount which is by no means high, considering the character of some parts of the country through which the lines have been carried, and the cost of labour and materials.

The amount expended on rolling stock, etc., to 30th June, 1924, was £20,833,590, viz.:—Rolling stock, £16,244,199; machinery, £1,675,585; workshops, £1,340,660; furniture, £10,146; and stores advance account, £1,563,000. The total capital expenditure amounted to £93,355,167, an average of £16,904 per mile. The growth of the capital expenditure may be seen in the following table :—

Period.	Capital expended during period.	Total capital expended to end of period.	Period.	Capital expended during period.	Total capital expended to end of period.
	£	£		£	£
1855-9	1,278,416	1,278,416	1900-4	4,296,241	42,288,517
1860-4	1,353,374	2,631,790	1905-9	5,324,149	47,612,666
1865-9	2,049,539	4,681,329	1910-4	13,652,203	61,264,869
1870-4	2,163,217	6,844,546	1915-9	15,336,722	76,601,591
1875-9	3,561,949	10,406,495	1920	2,717,326	79,318,917
1880-4	9,673,643	20,080,138	1921	2,985,277	82,304,194
1885-9	9,759,029	29,839,167	1922	3,248,677	85,552,871
1890-4	6,016,104	35,855,271	1923	3,724,000	89,276,871
1895-9	2,137,005	37,992,276	1924	4,078,296	93,355,167

Of £93,355,167 expended to 30th June, 1924, an amount of £659,930 was provided from Consolidated Revenue, leaving a balance of £92,695,237 raised by debentures and stock. The net revenue for the year ended 30th June, 1924, after paying working expenses, was £4,699,086, or 5·13 per cent. upon the total capital expenditure.

COACHING AND GOODS TRAFFIC.

For the first ten years after the opening of the railways in New South Wales the larger part of the earnings was obtained from the passenger traffic,

no doubt owing to the fact that the original lines were entirely suburban. It was not until the line crossed the mountains and opened up the interior that the proportions changed, and the goods traffic became the principal source of revenue.

The following table gives the proportion of earnings from the coaching and goods traffic at intervals since 1890. The percentages shown include earnings from refreshment rooms, and from miscellaneous sources and rents, the greater part being classed with earnings from coaching traffic.

Year ended 30th June.	Proportion of Total Earnings.		Year ended 30th June.	Proportion of Total Earnings.	
	Coaching, etc.	Goods and Live Stock.		Coaching, etc.	Goods and Live Stock.
	per cent.	per cent.		per cent.	per cent.
1890	40·2	59·8	1910	39·9	60·1
1895	35·5	64·5	1915	44·7	55·3
1900	38·8	61·2	1920	47·7	52·3
1905	39·9	60·1	1924	48·0	52·0

Coaching Traffic.

The following table shows the number of passenger journeys and the receipts from coaching traffic since 1890 :—

Year ended 30th June.	Passenger Journeys.	Gross Earnings from Coaching Traffic.	Per head of population.	
			Passenger Journeys.	Gross Earnings from Coaching Traffic.
	No.	£	No.	s. d.
1890	17,071,945	1,041,607	15·8	19 3
1895	19,725,418	1,001,107	15·9	16 2
1900	26,486,873	1,195,496	19·7	17 6
1905	35,158,150	1,428,190	24·4	19 10
1910	53,644,271	2,124,292	33·6	26 7
1915	88,774,451	3,315,294	47·1	35 2
1920	114,654,660	5,714,131	56·3	56 1
1924	128,101,184	6,797,888	58·0	61 6

Particulars regarding the passenger traffic on suburban and country lines during the years 1919 and 1924 are shown below ; suburban lines include distances within 34 miles of Sydney and Newcastle :—

Description.	Year ended 30th June, 1919.			Year ended 30th June, 1924.		
	First Class.	Second Class.	Total.	First Class.	Second Class.	Total.
SUBURBAN LINES.						
Ordinary Passengers ...	5,472,064	28,554,446	34,026,510	4,800,665	40,562,251	45,362,916
Season Ticket Holders' Journeys ...	9,468,900	21,213,246	30,682,146	8,233,860	25,260,300	33,494,160
Workmen's Journeys ...	...	24,833,352	24,833,352	...	38,499,240	38,499,240
Total Passenger Journeys	14,940,964	74,601,044	89,542,008	13,034,525	104,321,791	117,356,316
Miles Travelled ...	109,842,863	551,505,794	661,348,657	103,126,161	775,781,020	878,907,181
Average Mileage per Passenger ...	7·35	7·39	7·39	7·91	7·44	7·49
Amount Received from Passengers ... £	272,661	935,166	1,207,827	355,806	1,946,271	2,302,077
Average Receipts per Passenger per mile ... d.	0·60	0·42	0·44	0·83	0·60	0·63
COUNTRY LINES.						
Passengers ...	2,450,630	6,576,130	9,026,760	2,463,727	8,281,141	10,744,868
Miles travelled ...	317,668,792	388,673,795	706,342,587	339,825,485	502,428,202	842,253,687
Average Mileage per Passenger ...	129·63	59·10	78·25	137·93	60·67	78·39
Amount Received from Passengers ... £	1,126,694	1,199,347	2,326,041	1,612,183	2,162,728	3,774,911
Average Receipt per Passenger per Mile ... d.	0·85	0·74	0·79	1·14	1·03	1·08

Goods Traffic.

The following figures show how greatly the goods traffic has expanded, especially in recent years :—

Year ended 30th June.	Goods and Live Stock Traffic.		Per head of Population.	
	Tonnage.	Gross Earnings.	Tonnage.	Gross Earnings.
		£		£ s. d.
1890	3,788,950	1,569,356	3·5	1 9 0
1895	4,075,093	1,855,187	3·3	1 9 11
1900	5,531,511	1,936,217	4·1	1 8 5
1905	6,724,215	2,213,105	4·7	1 10 9
1910	8,393,038	3,290,640	5·3	2 1 3
1915	11,920,881	4,206,231	6·3	2 4 8
1920	13,293,528	6,807,792	6·5	3 6 10
1921	15,563,131	7,270,856	7·4	3 9 7
1922	14,532,811	7,953,909	6·8	3 14 9
1923	13,801,310	7,868,769	6·4	3 12 5
1924	15,693,127	8,026,275	7·1	3 13 3

The tonnage carried in 1923–24 was 1,891,817 tons more than in 1922–23, and the gross earnings were £227,506 higher. The increases were due mainly to the larger volume of traffic in respect of coal and coke, and of grain, flour, etc. The next statement shows the classes of goods carried on the railways in various years since 1900.

Year ended 30th June.	General Merchandise.		Wool.	Live Stock.	Minerals.		Total Goods.
	Grain, Flour, etc. (Up Journey).	Other.			Coal, Coke, and Shale.	Other.	
	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.
1900	361,052	1,151,564	84,678	188,595	3,406,769	338,853	5,531,511
1905	522,755	1,398,443	90,572	174,424	4,169,076	368,945	6,724,215
1910	608,405	2,100,203	138,779	463,669	4,553,965	528,017	8,393,038
1915	482,876	2,849,908	132,895	849,604	6,649,704	955,894	11,920,881
1920	764,457	3,685,983	117,171	900,933	6,732,859	1,092,125	13,293,528
1921	1,216,834	3,375,443	93,760	732,804	8,881,796	1,262,494	15,563,131
1922	1,651,994	3,350,796	128,085	603,067	7,491,001	1,307,868	14,532,811
1923	827,775	3,572,401	124,033	736,895	7,154,346	1,385,860	13,801,310
1924	1,175,533	3,653,111	111,597	742,611	8,501,944	1,508,331	15,693,127

The following table contains information relating to ton mileage in 1915, and later years. "Ton-mileage" is the product of the load in tons and the distance in miles over which the load is carried :—

Year ended 30th June.	Goods Train Mileage. (000 omitted.)	* Tons Carried. (000 omitted.)	Ton-miles. (000 omitted.)	Earnings, exclusive of haulage, tonnage dues, etc.	Average Freight- paying Load carried per Train.	Average Miles per Ton.	Earnings per Ton- mile.	Density of Traffic per average mile worked.
				£	Tons.		d.	Tons.
1915	10,321	11,660	916,923	3,633,613	88·84	78·61	0·95	226,010
1920	11,698	13,010	1,394,099	6,106,563	119·17	107·15	1·05	280,729
1921	11,491	15,262	1,418,386	6,501,914	123·43	92·94	1·10	282,603
1922	10,508	14,197	1,365,961	7,851,887	130·00	96·21	1·38	269,040
1923	9,871	13,567	1,166,233	7,761,788	118·15	85·95	1·60	224,417
1924	11,322	15,516	1,392,390	7,976,077	122·98	89·74	1·37	255,065

* Exclusive of coal, etc., on which shunting charges only were collected.

Information relating to passenger mileage from 1915 onwards is contained in the following table :—

Year ended 30th June.	Passenger Train Mileage. (000 omitted.)	Passenger Journeys. (000 omitted.)	Total Passenger Miles. (000 omitted.)	Amount received from Passengers.	Average Number of Passengers carried per Train.	Average Mileage per Passenger Journey.	Average Receipt per Passenger Mile.	Average Fare per Passenger Journey.	Density of Traffic per Average Mile Worked.
				£			d.	d.	
1915	10,099	88,774	1,230,901	2,910,684	122	13·87	0·57	7·87	303,402
1920	11,136	114,655	1,632,627	5,137,247	147	14·24	0·76	10·75	328,761
1921	11,301	120,735	1,620,857	5,736,256	143	13·42	0·85	11·40	322,944
1922	11,379	121,299	1,610,619	5,934,616	142	13·28	0·88	11·74	317,238
1923	11,822	123,715	1,679,903	6,004,702	142	13·58	0·86	11·65	323,264
1924	12,385	128,101	1,721,161	6,076,988	139	13·44	0·85	11·39	315,217

WORKING EXPENSES AND EARNINGS.

While the primary object of State railway construction has been to promote settlement, apart from consideration of the profitable working of the lines, the principle has nevertheless been kept in view that the railways should be self-supporting.

A statement of the working expenses and earnings of the railways during the year ended 30th June, 1924, is shown below :—

Working Expenses.	Earnings.
£	£
Maintenance of Way and Works 1,865,096	Passengers 6,076,988
Rolling Stock—	Mails, Parcels, Horses, etc. ... 720,900
Loco. Power 2,634,081	Total Coaching... .. 6,797,888
General Superintendence ... 144,068	Refreshment-rooms 517,322
Maintenance of Rolling Stock 2,516,098	Goods—
Examination and Lubrication of Vehicles 66,416	Merchandise 4,629,348
Transportation and Traffic ... 2,939,236	Live Stock 1,246,749
General Charges 293,531	Wool 491,584
Refreshment-rooms 456,565	Minerals 1,728,593
Gratuities, etc. 400	Total Goods 8,096,274
Fire Insurance Fund 2,000	
10,917,491	Rents 125,009
Balance, Net Earnings 4,699,086	Miscellaneous 80,084
Total ...£15,616,577	Total ...£15,616,577

The expenditure on locomotive power amounted to 24 per cent. of the total; maintenance of rolling stock to 23 per cent.; transportation and traffic to 27 per cent.; and maintenance of way and works to 17 per cent. Of the earnings, 39 per cent. was derived from the carriage of passengers, 5 per cent. from mails, parcels, etc., 3 per cent. from refreshment-rooms, and 52 per cent. from the conveyance of goods.

As the carriage of goods and live stock constitutes the principal source of railway revenue, the earnings fluctuate in each year in accordance with the seasons experienced in the agricultural and pastoral districts. In unfavourable seasons the carriage of fodder and the transfer of live stock at reduced rates cause a diminution in the earnings, and at the same time an increase in the working expenses. The extension of the lines into sparsely settled districts also causes an increase in the proportion of working expenses to total earnings, as several of these lines earn little more than cost of maintenance.

The following table shows the gross earnings, working expenses, and the proportion of the expenditure to receipts, in stated years from 1890 to 1924 :—

Year ended 30th June.	Gross Earnings.	Working Expenses.		Year ended 30th June.	Gross Earnings.	Working Expenses.	
		Total.	Proportion to gross earnings.			Total.	Proportion to gross earnings.
	£	£	per cent		£	£	per cent
1890	2,633,086	1,665,835	63·3	1920	13,083,847	9,570,984	73·2
1895	2,878,204	1,642,589	57·1	1921	14,267,205	11,032,678	77·3
1900	3,163,572	1,844,520	58·3	1922	15,213,019	11,116,302	73·1
1905	3,684,016	2,216,442	60·2	1923	15,221,333	10,649,974	70·0
1910	5,485,715	3,276,409	59·7	1924	15,616,577	10,917,491	69·9
1915	7,616,511	5,311,162	69·7				

The working expenses during the year ended 30th June, 1924, represented 69·9 per cent. of the gross earnings. In 1907 the proportion was 53 per cent., the lowest since the control of the railways was vested in Commissioners, but the percentage has risen steadily since that year, the increase from 1920 being due mainly to advances in the salaries and wages of the staff, in the prices of coal and other necessary materials, additional payments for rates on railway properties under the Local Government Act, 1919, and to other items.

The following table shows the gross earnings, working expenses, and net earnings per train mile and per average mile open at five yearly intervals from 1900 onwards :—

Year ended 30th June.	Per train mile.			Per average mile open.		
	Gross Earnings.	Working Expenses.	Net Earnings.	Gross Earnings.	Working Expenses.	Net Earnings.
	d.	d.	d.	£	£	£
1900	85·36	49·77	35·59	1,139	664	475
1905	84·46	50·82	33·64	1,123	676	447
1910	85·12	50·84	34·28	1,513	904	609
1915	89·52	62·42	27·10	1,877	1,309	568
1920	137·51	100·59	36·92	2,635	1,927	708
1921	150·23	116·17	34·06	2,843	2,198	645
1922	166·82	121·89	44·93	2,996	2,189	807
1923	168·39	117·82	50·57	2,929	2,049	880
1924	158·10	110·52	47·58	2,860	1,999	861

NON-PAYING LINES.

As many of the railways of New South Wales have been constructed with the view of promoting settlement and developing the natural resources of the State rather than of meeting requirements already existing, it is not surprising that traffic over a number of lines is conducted at a loss. Most of the unprofitable lines are branch lines of comparatively recent construction, but even on portions of the main lines also the earnings do not cover working expenses and interest on the capital cost.

Of the main lines, only the southern line returns a profit over its whole length; the western line from Nyngan to Bourke, the northern line from Tamworth to Wallangarra, the North Coast lines, and the South Coast line from Kiama to Nowra are all worked at a loss.

Particulars relating to non-paying lines are shown below, mainly for the year ended 31st December, 1923 :—

Line.	Length.	Capital Cost.	Interest.	Working Expenses.	Earnings.	Loss after providing for working expenses and interest.
	m. c.	£	£	£	£	£
Northern—						
Main Line—Tamworth to Wallangarra	211 27½	3,091,727	159,552	391,523	463,686	82,364
Branch lines	385 47	1,889,014	97,486	123,763	147,775	79,474
Total Northern	596 74½	4,980,741	257,038	521,291	616,461	161,868
North Coast	479 55	6,901,498	347,587	394,792	495,462	246,917
Southern—Branch lines	1,421 67½	10,365,401	527,419	715,165	748,944	493,640
South Coast—Kiama to Nowra ..	22 59½	417,323	21,536	23,522	22,714	27,344
Western—						
Main Line—Nyngan to Bourke ..	126 43½	719,195	37,115	37,745	48,909	25,951
Branch Lines	390 29	5,920,375	286,624	342,591	400,851	223,364
Total Western	1,016 72½	6,639,570	323,739	380,336	449,760	254,315
Suburban—Branch Lines	6 35	209,623	10,818	21,641	8,719	23,740
Total specified lines	3,544 44	20,514,156	1,488,137	2,061,747	2,342,060	1,207,824

The non-paying lines, which represent approximately 64 per cent. of the total mileage, were responsible for a loss of £1,207,824 in 1923, and as the total surplus on railway operations was £5,669, it follows that the paying lines, which constitute only 36 per cent. of the whole, returned a profit of about £1,213,500. This is shown in the following interesting summary, which has been compiled from the above figures and from the reports of the Railway Commissioners. The particulars relate to the operations during the year 1923.

	Expenditure.			Earnings.	Deficiency (—) Surplus (+)
	Interest on Cost.	Working Expenses.	Total.		
	£	£	£	£	£
Non-paying lines ...	1,488,137	2,061,747	3,549,884	2,342,060	(—) 1,207,824
Paying lines ...	3,205,280	8,855,744	12,061,024	13,274,517	(+) 1,213,493
Total ...	4,693,417	10,917,491	15,610,908	15,616,577	(+) 5,669

NET EARNINGS AND INTEREST ON CAPITAL.

The net revenue from railways for the year ended 30th June, 1924, was £4,699,086, while the capital expended on lines open for traffic to that date was £93,355,167, including £659,930 paid from consolidated revenue. The amount available to meet the interest charges on the interest bearing capital invested represents a return of 5·13 per cent. The following table shows the net earnings and the interest returned on the capital expended on railways, including the cost of construction and equipment for the year 1890 and subsequent periods :—

Year ended 30th June.	Net Earnings.	Interest returned on Capital invested	Year ended 30th June.	Net Earnings.	Interest returned on Capital invested.
	£	per cent.		£	per cent.
1890	967,251	3·17	1915	2,305,349	3·60
1895	1,235,615	3·31	1920	3,512,863	4·48
1900	1,319,052	3·43	1921	3,234,527	4·01
1905	1,467,574	3·40	1922	4,096,717	4·88
1910	2,209,306	4·58	1923	4,571,359	5·22
			1924	4,699,086	5·13

The next table shows the rate of interest returned on the capital expenditure for each of the years since 1915, with the amount by which such return falls short of or exceeds the actual rate of interest payable on the cost of construction. The rate of return on capital represents the interest on the gross cost of the lines :—

Year ended 30th June.	Interest returned on Capital.	Actual rate of Interest payable on Public Debt.	Gain (+) or Loss (—).	Year ended 30th June.	Interest returned on Capital.	Actual rate of Interest payable on Public Debt.	Gain (+) or Loss (—).
	per cent.	per cent.	per cent.		per cent.	per cent.	per cent.
1915	3·60	3·67	(—) 0·07	1920	4·48	4·30	(+) 0·18
1916	3·45	3·78	(—) 0·33	1921	4·01	4·42	(—) 0·41
1917	3·50	4·09	(—) 0·59	1922	4·88	4·60	(+) 0·28
1918	4·10	4·17	(—) 0·07	1923	5·22	4·65	(+) 0·57
1919	4·03	4·10	(—) 0·07	1924	5·13	4·74	(+) 0·39

The railways being owned by the State, public opinion at once demands a reduction in freights and fares when the net earnings are much in excess of the interest requirements. Substantial reductions were made in 1911 and 1912, but passenger fares and goods rates increased considerably between June, 1913, and February, 1924, when fares were reduced.

EXPANSION OF TRAFFIC.

The expansion which has taken place in the volume of traffic on the railways of New South Wales will be seen from the following comparison. The earnings during the quinquennium 1920–24, show an increase of

£30,486,254, or 71 per cent., as compared with the previous five years. The number of passengers increased by only 29 per cent. as compared with an increase of 75 per cent. in the earnings from coaching traffic, and the volume of goods traffic increased by 22 per cent., while the revenue therefrom increased by 63 per cent.

Particulars.	Five years ended 30th June, 1919.	Five Years ended 30th June, 1924.	Increase.		
			Total.	Per cent.	
Earnings—					
Coaching Traffic £	18,438,130	32,226,932	13,788,802	75	
Goods and Live Stock £	20,075,685	31,918,233	11,842,548	59	
Coal, Coke, and Shale... .. £	3,239,234	6,079,368	2,840,134	88	
Refreshment Rooms, Rents, etc. £	1,162,678	3,177,448	2,014,770	173	
Total earnings £	42,915,727	73,401,981	30,486,254	71	
Passengers No.	471,208,419	608,504,484	137,296,065	29	
Goods and Live Stock Tons	28,763,227	34,121,961	5,358,734	19	
Coal, Coke, and Shale Tons	30,813,090	38,761,946	7,948,856	26	
Total Tonnage... ..	59,576,317	72,883,907	13,307,590	22	

FARES AND FREIGHT CHARGES.

Passenger traffic is greatest within the Sydney and Newcastle suburban areas, and the rates of fares within a 34 miles radius of either of the cities are lower than those for equal distances outside those areas. The following table shows the fares charged for ordinary single journeys in 1911, 1916, and 1924, over stated distances from either Sydney or Newcastle. Cheaper fares are available for journeys to tourist districts and holiday resorts.

Single Tickets.

Distance.	30th June, 1911.		30th June, 1916.		30th June, 1924.	
	First Class.	Second Class.	First Class.	Second Class.	First Class.	Second Class.
Miles.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1	0 0 2	0 0 1	0 0 2	0 0 1	0 0 3	0 0 2
5	0 0 5	0 0 4	0 0 5	0 0 4	0 0 8	0 0 6
10	0 0 9	0 0 6	0 0 9	0 0 6	0 1 2	0 0 10½
20	0 1 6	0 0 11	0 1 6	0 0 11	0 2 0	0 1 6
30	0 2 2	0 1 5	0 2 2	0 1 5	0 2 10	0 2 1½
34	0 2 6	0 1 7	0 2 6	0 1 7	0 3 2	0 2 4½
50	0 4 6	0 2 11	0 4 7	0 3 0	0 6 8	0 4 9
100	0 10 9	0 7 1	0 11 2	0 7 4	0 17 7	0 12 1
200	1 3 3	0 14 9	1 4 3	0 15 5	1 17 7	1 5 4
300	1 15 9	1 2 1	1 17 5	1 3 1	2 16 5	1 17 11
400	2 8 3	1 8 8	2 10 6	1 10 0	3 13 8	2 9 5
500	2 18 0	1 13 4	3 0 9	1 15 1	4 6 4	2 17 10

The fares for single journeys are from 60 to 70 per cent. higher than in 1916, although considerable reductions, especially in first-class fares, were made in February, 1924.

The cost of periodical tickets at the dates mentioned for journeys over the same distances were as follow :—

Periodical Tickets.

Distance.	30th June, 1911.				30th June, 1916.				30th June, 1924.			
	Work-men's Weekly.	Monthly.		Work-men's Weekly.	Monthly.	Monthly.	Work-men's Weekly.	Monthly.	Work-men's Weekly.	Monthly.	Monthly.	Work-men's Weekly.
		First Class.	Second Class.									
	s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.	s. d.
1	0 6	0 7 6	0 5 0	0 9	0 9 0	0 6 0	1 3	0 12 11	0 9 8			
5	1 6	0 16 0	0 10 9	1 9	0 19 3	0 13 0	2 11	1 7 4	1 0 6			
10	2 2	1 2 9	0 15 0	2 6	1 7 3	0 18 0	4 1	1 18 3	1 8 8			
20	3 0	1 10 3	1 0 3	3 4	1 16 3	1 4 3	5 5	2 12 3	1 19 2			
30	3 10	1 14 3	1 2 9	4 2	2 1 0	1 7 3	6 11	2 18 0	2 3 6			
34	4 2	1 15 9	1 3 6	4 6	2 3 0	1 8 3	7 5	2 19 9	2 4 10			
50	...	2 1 0	1 6 3	...	2 9 3	1 11 6	...	3 17 0	2 11 3			
100	...	2 17 9	1 14 6	...	3 9 3	2 1 6	...	5 0 3	3 6 9			
200	...	4 3 0	2 9 0	...	4 19 6	2 18 9	...	6 18 9	4 12 6			
300	...	5 0 6	3 1 6	...	6 0 6	3 13 9	...	8 8 0	5 12 0			
400	...	5 18 0	3 14 0	...	7 1 6	4 8 9	...	9 17 0	6 11 3			
500	...	6 15 6	4 6 6	...	8 2 6	5 3 9	...	11 5 9	7 10 6			

The above rates represent the maximum charges, but liberal concessions are made to school pupils, youths, and women. Periodical tickets for short distances within the suburban area cost 60 per cent. more than in 1916, but for longer journeys the proportionate increase is less. During 1922 there were slight reductions in second-class periodical tickets, but charges for first-class tickets over long distances were substantially reduced. Further reductions were made in February, 1924, in both first and second class rates for distances up to 34 miles.

Freight Charges.

The system adopted in fixing freights on merchandise and live stock is to charge the lowest scale of freight on commodities of low values and on those which are used to assist production. The charge per ton mile decreases as the distance hauled increases.

The following table gives the charges per ton for haulage of the different classes of freight over distances of 100 and 500 miles in 1911, 1916, and 1924 :—

Class of Freight.	30th June, 1911.		30th June, 1916.		30th June, 1924.	
	100 miles.	500 miles.	100 miles.	500 miles.	100 miles.	500 miles.
Ordinary Goods(per ton)—	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Highest Class Freight...	2 4 11	5 15 9	2 9 5	6 7 4	3 16 8	9 17 6
Lowest " " " " " "	0 3 7	0 11 11	0 3 7	0 11 11	0 6 5	0 12 4
Agricultural Produce (Up journey)...	0 7 6	0 12 0	0 7 6	0 12 0	0 11 5	0 19 0
Butter " " " " " "	0 18 10	2 16 4	1 0 9	3 2 0	1 15 5	4 2 4
Beef, Mutton, Veal, etc. (frozen) " " " " " "	0 9 2	2 5 10	0 9 2	2 5 10	0 18 11	2 3 11
Wool—Greasy " " " " " "	1 5 0	3 8 9	1 5 0	3 8 9	2 1 8	5 9 5
" "—Scoured " " " " " "	1 9 2	3 15 0	1 9 2	3 15 0	2 5 10	5 15 8
Minerals—Crude Ore—						
Not exceeding £20 per ton in value	0 4 2	0 15 8	0 4 2	0 15 8	0 6 5	1 2 5½
Not exceeding £10 per ton in value	...	...	...	...	0 6 5	0 17 10½
Live Stock (per truck)—	3 3 4	8 13 9	3 9 8	9 11 2	5 9 9	14 19 9

The highest class freight includes expensive, bulky, or fragile articles, such as boots, drapery, drugs, groceries, furniture, liquors, crockery, glassware, cutlery, ironmongery, confectionery, and carpets; the lowest class includes fertilisers, coal, coke, shale, firewood, limestone, stone, slates, bricks, rabbit-proof netting, timber in logs, posts and rails, etc.

The freight charges over 100 miles are from 50 to 100 per cent. higher than in 1916. For 500 miles the increases have not been so great, and the charges for frozen meats have been reduced.

SYDNEY AND SUBURBAN PASSENGER SERVICE.

A portion of the passenger traffic between Sydney and suburbs is conducted by suburban railways and ferry services, but the tramways form the most important means of communication.

The railway suburban traffic is conducted principally on the main trunk line, which runs in a westerly direction from Sydney to Granville, where the main southern and western railway systems separate; the northern system branches off at Strathfield (8 miles from Sydney). The South Coast railway, which has a branch from Sydenham (3 miles) to Bankstown (11 miles), brings passengers from the suburbs situated south of Sydney on the western shore of Botany Bay. The passengers travelling by these lines, however, are served by trams running through the city streets from the Central Station to Circular Quay.

The populous suburbs of the north-western, central, and eastern divisions of the metropolitan area are served entirely by the tramways. On the north shore of Port Jackson there is a railway to connect the ferry service at Milson's Point with Hornsby on the main northern line; with this exception all the passengers from the northern suburbs connect by tramway at various points with the ferry services to the Circular Quay.

On account of the expansion of the commercial interests of New South Wales, and the consequent growth of population in and around Sydney, where the trade of the State is centralised, the tramway system has been extended steadily, but the requirements of suburban traffic are gradually outgrowing the capacity of the main city thoroughfares, which were not originally designed for this class of traffic. Thus the extension of the tramway system, combined with the increase in the mercantile vehicular traffic, has resulted in a state of congestion in some of the city streets that demands remedy. The urgent necessity is now recognised of supplying a more effective method of dealing with the rapidly increasing traffic than is possible under any system of surface tramways.

CITY AND SUBURBAN ELECTRIC RAILWAY.

The construction of this railway, which was commenced in 1916, but was suspended upon the cancellation of the Norton Griffiths contract in May, 1917, was resumed on 17th February, 1922. The part which is now being undertaken provides for the construction of the city tracks from the "take off" from the existing suburban lines at Redfern to the proposed station at St. James', Queen's-square, and the construction of "up" and "down" Eastern Suburbs tracks from their junction at St. James' station to the cross-over near Park-street. When completed, six electric tracks will be provided into the city over a stone-faced viaduct and bridges extending from Eddy-avenue to Campbell-street. Two tracks only will be carried on the eastern side of the city to St. James', which will be a temporary terminal station.

At 30th June, 1924, the work was well advanced. The footpath arches of the Eddy-avenue bridge were finished and the retaining walls from Central Station to Eddy-avenue almost so. Arches to carry the new railway tracks were making good progress, and a start had been made on offices at Campbell and Goulburn streets.

Liverpool-street Station, the tunnels from Liverpool-street to St. James' Station and the "cut and cover" between Bathurst and Park streets were nearing completion. Excavation for St. James' Station were practically finished, and two of the three tunnels being driven from St. James' under Macquarie-street had reached a point opposite Sydney Hospital.

The estimated cost of the complete scheme contemplated in connection with the city railway is £4,550,000, exclusive of land resumptions, and the expenditure to 31st December, 1924, amounted to £1,321,416.

The part of the railway which is being completed will carry traffic from the Illawarra line. The section between Sydney and National Park is being converted to the electric system, and is being laid with a quadruple track. New station buildings and additions to existing buildings are under construction. A bridge over Cook's River at Tempe has been built and the capacity of the electric generating station at White Bay is being increased.

SYDNEY HARBOUR BRIDGE.

The bridge which is being constructed over Sydney Harbour will carry four lines of railways as well as road and foot-ways. These lines will establish direct railway communication between the city and the northern side of the harbour, and will facilitate the expansion of the suburban railway system.

Further particulars regarding the bridge are shown in the chapters of this volume relating to shipping and local government.

RAIL MOTOR TRAFFIC.

In order to meet the requirements of the population in sparsely settled districts, a system of rail motors was established during 1919 in the Lismore district. The first rail motor ran from Grafton to Lismore, a distance of 87 miles, but it now runs from the latter town to Kyogle, a distance of 36 miles. Accommodation on this motor is provided for 33 passengers (all second class); general goods are carried also, while a special car has been built for cream traffic.

The experiment proved so successful that the use of rail motors on country branch lines was gradually increased until at the present time seven are in operation.

No. 1 rail motor is running at present on the Lismore-Kyogle line. Nos. 2 and 4 from Burren Junction to Walgett (54 miles) and Pokataroo (42 miles). No. 3 motor from Tamworth to Barraba (60 miles), No. 5 from Narrandera to Hillston (114 miles), and No. 6 from Narrandera to Tocumwal (112 miles), while No. 7 is kept at Narrandera for use in emergency.

The size of the rail motors has been considerably increased since the first was put into service. One has accommodation for 49 passengers, and each of the others can accommodate 45 passengers.

Provision is being made for eleven additional vehicles to be brought into service as soon as they are available.

GRADIENTS.

In many cases the railways of New South Wales pass through mountainous country, and have been constructed with a large proportion of steep gradients, some of the heaviest being situated on the trunk lines.

In the southern system, the line at Roslyn, near Crookwell, reaches an altitude of 3,225 feet above sea level; and at Nimmitabel, on the Goulburn to Bombala railway, the height is 3,503 feet. In the western system, at

Newnes Junction, on the Blue Mountains, a height of 3,503 feet is attained ; and on the northern line the highest point, 4,473 feet, is reached at Ben Lomond.

Numerous deviations have been made during recent years in order to secure easier grades and curves, with the result that considerable economy in working and expedition in traffic have been effected.

The following statement shows the number of miles on different gradients in June, 1924 :—

Gradients.	Southern System.	Western System.	Northern System.	Total.
1 in 18 to 30	miles. 11 $\frac{3}{4}$	miles. 6 $\frac{1}{4}$	miles. ...	miles. 18
31 ,, 40	65 $\frac{1}{4}$	60	32 $\frac{1}{2}$	157 $\frac{3}{4}$
41 ,, 50	74 $\frac{3}{4}$	53 $\frac{1}{2}$	84 $\frac{3}{4}$	213
51 ,, 60	60 $\frac{3}{4}$	80 $\frac{1}{2}$	59 $\frac{3}{4}$	201
61 ,, 70	55	63 $\frac{1}{4}$	38 $\frac{1}{2}$	156 $\frac{3}{4}$
71 ,, 80	171 $\frac{1}{2}$	122	177 $\frac{1}{2}$	471
81 ,, 90	43 $\frac{1}{2}$	45 $\frac{3}{4}$	46	135 $\frac{1}{4}$
91 ,, 100	115 $\frac{3}{4}$	171 $\frac{1}{4}$	92	379
101 ,, 150	220	231 $\frac{1}{2}$	155 $\frac{1}{2}$	607
151 ,, 200	125 $\frac{1}{2}$	107	89	321 $\frac{1}{2}$
201 ,, 250	62	63 $\frac{1}{2}$	43 $\frac{1}{4}$	168 $\frac{3}{4}$
251 ,, 300	90	90 $\frac{1}{4}$	66 $\frac{3}{4}$	256
301 ,, level	847 $\frac{1}{4}$	849 $\frac{3}{4}$	700 $\frac{1}{4}$	2,397 $\frac{1}{4}$
Total ...	1,943	1,953 $\frac{1}{2}$	1,585 $\frac{3}{4}$	5,482 $\frac{1}{4}$

The above table is exclusive of the Government line from Broken Hill to Tarrawingee, measuring 39 miles 41 chains, and that at Wollongong of 1 mile 8 chains.

ROLLING STOCK.

Information regarding the rolling stock of New South Wales Railways on 30th June, 1923 and 1924, appears in the following table :—

Classification.	1923.	1924.	Classification.	1923.	1924.
Locomotives	1,341	1,375	Goods and Live Stock—		
Coaching—			Goods, open	16,598	16,929
Special and Sleeping ...	99	102	Goods, covered	1,378	1,399
First-class	470	467	Live-stock trucks	2,957	2,957
Composite	220	221	Brake-vans	644	643
Second-class	982	983	Total	21,577	21,928
Motor	2	6			
Brake-vans	139	140	Departmental Stock—		
Horse-boxes, carriage trucks, mail vans, etc.	276	275	Loco., coal, ballast, etc., waggons ...	1,906	1,948
Total... ..	2,188	2,194			

For the year ended 30th June, 1924, the total tractive power of the locomotives was 33,924,365 lb., or 24,672 lb. per engine. The passenger capacity of the coaching stock was 100,037, or 46 per vehicle, and the goods waggons were estimated to carry 313,298 tons, or 14 tons per vehicle.

RAILWAY WORKSHOPS.

The extensive repairs necessary to keep the rolling stock in an efficient state are carried out in workshops at Eveleigh, Honeysuckle, Clyde, Enfield, Flemington, and other places. The following table gives some particulars of the work done at each of the establishments for the year 1923-24 :—

Establishment.	Engines Rebuilt, Repaired, etc.	Coaching Stock Repaired.	Goods Stock Waggons, etc., Repaired.
	No.	No.	No.
Eveleigh	579	3,639	1,070
Honeysuckle	78	932	5,769
Enfield ... ..	.....	2	6,829
Clyde ... ..	.....	8	14,576
Flemington ... ..	.....	.....	2,112
White Bay ... ..	.....	.....	13,738
Other	473	.....	.....

Other additions and conversions were made during the year, including boiler overhauls, etc. The workshops at Eveleigh and other places are equipped with modern appliances to deal with all requirements.

ELECTRIC LIGHTING WORKS.

Great expansion has taken place in the electric lighting system, lighting having been installed during 1923-24 in 16 additional suburban stations and in 16 country stations. A large number of miscellaneous lighting works have been carried out also.

SIGNALLING AND SAFETY APPLIANCES.

Great progress has been made in providing safety appliances, and on many of the principal stations the points and signals are interlocked, while at the Central Station, Sydney, an electro-pneumatic system of signalling is in operation. During 1913, track block and automatic signalling—the first in Australia—was installed between Redfern Tunnel Signal-box and Sydenham Junction; this system had been extended to 300 miles 8 chains of double track at 30th June, 1924.

Particulars regarding the various systems employed for the safe working of the lines in 1923 and 1924 are shown below :—

	1923.		1924.	
	Mis.	Chs.	Mis.	Chs.
Single Line.				
By electric tablet	309	68	309	67
electric train staff	2,136	66	2,339	7
train staff and ticket with line clear reports ...	1,421	60	1,405	25
train staff and ticket without line clear reports.	720	63	735	66
train staff and one engine only	76	15	76	15
	4,665	32	4,866	20
Double Line.				
By automatic signalling with track block working	274	30	300	8
absolute manual block system	391	77	388	50
permissive manual block system	3	44	4	60
telephone	0	33	0	33
	670	24	693	71

RAILWAY ACCIDENTS.

The railway accidents during each year of the quinquennium ended 30th June, 1924, are shown in the following table:—

Classification.	Accidents connected with the Movement of Railway Vehicles.					Accidents not connected with the Movement of Railway Vehicles.				
	1920.	1921.	1922.	1923.	1924.	1920.	1921.	1922.	1923.	1924.
Passengers—										
Killed ...	10	19	4	10	9	...	...	...	...	...
Injured ...	179	191	172	167	171	80	82	109	91	75
Servants of the Department—										
Killed ...	19	15	23	10	18	5	6	7	6	6
Injured ...	475	262	239	252	266	4,324	5,494	5,669	5,485	5,502
Trespassers and others—										
Killed ...	41	34	40	25	50	5	2	3	5	7
Injured ...	97	101	56	79	89	109	78	115	131	122
Grand { Killed	70	68	67	45	77	10	8	10	11	13
Total { Injured	751	554	467	498	526	4,513	5,654	5,893	5,707	5,699

The method of classification in vogue previously, which showed whether accidents were due to misconduct or want of caution, or to causes beyond the control of the victims, has been abandoned. All accidents are reported which occur in the working of the railways, or on railway premises, to persons other than servants of the Department, however slight the injuries may be. In the case of employees of the Department all accidents must be reported which cause the employee to be absent for at least one whole day from his ordinary work.

The total number of passengers carried during the year ended 30th June, 1924, was 128,101,184 and the accident rates per million were as follow:—

	Killed.	Injured
Accidents connected with movement of railway vehicles ...	·07	1·33
Accidents not connected with movement of railway vehicles ...	...	·58
Total ...	·07	1·91

The amount of compensation paid during the year ended 30th June, 1924, in connection with accidents on railways, was £22,204, of which £9,646 was paid for passengers and £12,558 for goods.

VICTORIAN GOVERNMENT RAILWAYS IN NEW SOUTH WALES.

An agreement has been ratified by the Parliaments of New South Wales and Victoria under which the Government of Victoria is authorised to construct and maintain certain railways and other works in New South Wales.

One of the proposed railways will cross the Murray at or near Golgol, New South Wales, and extend into New South Wales for a distance not exceeding 20 miles; a second line will extend from the north side of the bridge at Gonn Crossing to a point at or near Stony Crossing on the Wakool River; a third will be constructed either from a point on the north side of the bridge crossing the Murray River at Moama or from a point on the Denilquin-Moama line between Moama and a point 1 mile north of the

Mathoura Railway Station, and extend westerly or north-westerly to Moulamein, thence continuing north-westerly to a point within $1\frac{1}{2}$ miles of the Murrumbidgee River, near Balranald: and a fourth will extend from Euston to a point 30 miles north-easterly therefrom, so as to best serve *en route* the Benanee Settlement Area.

The railways will be on the 5 ft. 3 in. gauge, but all the works within New South Wales are to be constructed suitably for conversion to the adopted uniform gauge. They will be operated by the Victorian Railway Commissioners, but the fares and rates for the carriage of passengers, goods, and live stock thereon shall not be less than the rates charged for similar mileage on the Victorian Railways; while in the construction and working of the lines the same conditions and rates of wages as prevail in Victoria will be observed.

RAILWAY GAUGES OF AUSTRALIA.

A classification of all railways, Government and private, in each State, according to gauge as at 30th June, 1923, is given below. The Commonwealth lines have been included with the systems of the States through which they have been constructed:—

State.	Route Mileage at each Gauge.								Total Miles.
	1ft. 8in.	2ft.	2ft. 3in.	2ft. 6in.	3ft.	3ft. 6in.	4ft. 8½in.	5ft. 3in.	
New South Wales...	...	36	...	...	...	80	5,519	45	5,680
Victoria ...	...	13	...	122	15	...	...	4,249	4,399
Queensland...	...	942	...	26	...	6,202	...	...	7,170
South Australia (inc. N. Territory) ...	...	10	4	2	...	1,920	597	1,140	3,673
Western Australia ...	29	29	...	...	...	4,351	454	...	4,863
Tasmania ...	...	50	...	...	...	816	...	...	866
Total ...	29	1,080	4	150	15	13,369	6,570	5,434	26,631

In consequence of the diversity of gauge, interstate railway communication is seriously hampered, and in a journey from Queensland to Western Australia breaks of gauge occur at Wallangarra, where the systems of Queensland and New South Wales meet; at Albury, on the border of New South Wales and Victoria; at Terowie and at Port Augusta in South Australia; at Kalgoorlie, where the Commonwealth and Western Australian lines connect.

The necessity and urgency of a uniform gauge to connect the State capitals were affirmed in May, 1920, at a conference between the Prime Minister of the Commonwealth and the State Premiers, who also agreed upon the allocation of the cost and arranged that a committee of railway experts should report regarding costs, etc.

Following upon the presentation of this report, at a further conference held in July, 1920, it was decided that in the first place a thorough test should be

made at Tocomwal of the third-rail device ; secondly, that the question of the gauge to be used, the scheme which would best meet requirements, and the estimated cost, should be investigated by a Royal Commission of two expert engineers from overseas and a chairman selected in Australia by the Prime Minister.

The Commission recommended the adoption of the 4ft. 8½ in. gauge, submitted estimates of the cost of converting all lines to this gauge, and made proposals regarding the order in which the work should be carried out, and the methods by which it should be executed and controlled.

The report was considered by the Prime Minister in conference with the Premiers in November, 1921, when it was resolved that the adoption of a uniform gauge was essential to the development and safety of the Commonwealth ; also that the gauge should be 4 ft. 8½ in. The Commonwealth was authorised to prepare and issue to the States a draft agreement to carry into effect the recommendations of the Commission, and did so, but although a further conference was held in January, 1922, the parties were unable to come to a decision. In June, 1923, the Prime Minister submitted to a conference of Ministers an alternative proposal to construct 4 ft. 8½ in. gauge lines between Port Augusta (South Australia) and Hay (New South Wales), and between Kyogle (New South Wales) and Brisbane (Queensland), but the States were unable to come to any agreement on the subject. An agreement has been arrived at between the Federal Government and the Governments of New South Wales and Queensland for the construction of the Kyogle to South Brisbane Railway. The estimated cost is £3,500,000, of which New South Wales will pay £1,137,000, Queensland £400,000, and the Commonwealth £1,963,000. The control of the construction of the line is vested in a Commission consisting of the Chief Railway Commissioners of New South Wales and Queensland and the Commonwealth Commissioner. Specifications are being prepared and tenders will be called for the work almost immediately.

PRIVATE RAILWAY LINES.

The established policy in New South Wales has been to keep the railways under State control, and at the present time there are only 158 miles of private lines in operation, with the exception of short lines connecting coal and other mines with the main railways, on some of which provision has been made for the carriage of passengers and goods.

In 1874 Parliament granted permission to a company to construct a line from Deniliquin, in the centre of the Riverina district, to Moama, on the River Murray, where it meets the railway system of Victoria. The line, which was opened in the year 1876, is of 5 ft. 3 in. gauge and 45 miles in length ; a considerable proportion of the wool and other produce of the Riverina reaches the Melbourne market by this route. The line has been operated by the Victorian Government since 1st December, 1923. During the year 1888 a line of 3 ft. 6 in. gauge, and 35 miles 48 chains in length, was laid down from Silvertown and Broken Hill to the South Australian border. A short line connects the Government railway at Liverpool with the Warwick Farm Racecourse. The Seaham Coal Company's line connects the West Wallsend and Seaham Collieries with Cockle Creek ; the South Maitland system supplies the mining districts of East Greta, Stanford-Merthyr, and Cessnock ; the Hexham-Minmi line runs between the collieries in the townships mentioned ; and the line of the Commonwealth Oil Corporation

extends from Newnes Junction, on the Western line, to the Wolgan Valley. The following table shows the operations of all private railway lines open to the public for general traffic during the year 1923.

Name of Private Railway.	Line.		Total Capital Expended.	Reserve Fund.	Debentures Outstanding.	Passengers carried.	Goods carried.	Live Stock carried.	Train Miles run.
	Length.	Gauge.							
	m. ch.	ft. in.	£	£	£	No.	tons.	No.	No.
Deniliquin and Moama†.	45	0 5 3	163,000	29,569	...	22,053	39,927	433,479	43,780
Silverton*	35	48 3 6	514,736	38,828	...	39,264	†925,319	68,985	125,661
Warwick Farm ...	0	66 4 8½	5,700	...	...	21,765	...	326	49
Seaham Colliery...	6	0 4 8½	16,000	...	...	19,381	8,897	...	8,072
South Maitland— East Greta, Stan- ford Merthyr, and Cessnock ...	19	35 4 8½	609,627	...	...	871,475	tons. 161,004	...	379,939
Hexham—Minmi ...	6	0 4 8½	†1,000,000	...	...	3,091	400	...	3,548
Commonwealth Oil Corporation.	33	0 4 8½	194,000	...	373,577	841	10,484	...	11,100
New Red Head ...	12	0 4 8½	102,000	...	...	\$	\$	...	\$

* Year ended 30th June, 1924.

† Excludes 176,781 tons local shunting.

‡ Approximate.

§ Not available.

¶ Year 1922.

The Deniliquin and Moama Company possesses 4 locomotives, 6 passenger carriages and 62 goods carriages and vans. The Silverton Company has 20 locomotives, 665 goods vehicles, and 1 passenger carriage; and additional passenger carriages are hired from the South Australian Government railways as required. On the Warwick Farm line Government rolling-stock is used. The Seaham Colliery has 2 locomotives and 4 passenger carriages, but Government rolling stock is used for goods transport. On the South Maitland system there are 25 locomotives, 27 passenger carriages, and 45 goods carriages. The Hexham—Minmi Company has 1 locomotive and 1 passenger carriage; and the Commonwealth Oil Corporation has 4 locomotives, 3 passenger carriages, and 67 goods carriages and vans.

In addition to the private railway lines shown in the previous table, there are several branches, connected principally with coal and other mines, with a total length of 135½ miles, a summary of which is given below:—

District.	Length. m. ch.	Gauge. ft. in.
Connected with Northern Line ...	95 54	4 8½
„ Western „ ...	6 39	4 8½
„ South Coast „ ...	3 40	3 6
	29 76	4 8½

RAILWAYS OF NEW SOUTH WALES AND OTHER COUNTRIES.

The position of the railways of New South Wales, including Government and all private lines, in relation to other important countries of the world, is

shown in the following table for the year 1924 in comparison with 1890, to illustrate the relative progress during the last thirty-four years. The figures for South Australia and Western Australia are inclusive of the Federal Government lines. It is, however, necessary to remember that there are vital circumstances which really invalidate any effective comparison, as, for instance, differences in population and in the assistance received or competition encountered from river or sea carriage. In cases where the figures for 1924 could not be obtained those for the latest year available have been inserted.

Country.	1890.			1924.		
	Length of Railways.	Per Mile of Line Open.		Length of Railways.	Per Mile of Line Open.	
		Popu-lation.	Area.		Popu-lation.	Area.
	miles.	No.	sq. mls.	miles.	No.	sq. mls.
New South Wales	2,263	496	137	5,899	378	53
Victoria	2,471	457	36	4,495	365	20
Queensland	2,142	180	312	7,315	113	92
South Australia	1,774	183	509	3,781	141	239
Western Australia	505	96	1,933	4,919	73	198
Tasmania	399	362	66	906	235	29
New Zealand... ..	1,956	320	53	3,196	422	32
Great Britain*	19,943	1,986	6	21,056	2,126	4
Irish Free State				3,032	1,044	9
France... ..	21,899	1,745	9	25,766	1,522	8
Switzerland	1,869	1,569	8	3,422	1,140	5
Canada... ..	12,628	402	270	39,771	221	94
United States of America ...	154,276	398	19	262,544	449	12
Argentine Republic	3,635	825	319	22,164	395	52
Japan	534	74,171	276	7,011	8,481	37
Italy	} Not available ...	}	}	10,269	3,782	11
India				37,618	8,478	48
Union of South Africa				11,558	599	41
Mexico... ..				10,754	1,291	71
Brazil				18,110	1,662	181
Russia (Soviet)				42,504	3,105	166
Germany				34,583	1,816	5
Austria... ..				4,274	1,527	8
Hungary				5,327	1,518	7

* Including Northern Ireland.

Information relating to the year 1890 is not available for the last nine countries mentioned in the table, but the latest figures have been inserted, in order that comparisons for 1924 may be more complete.

TRAMWAYS.

With the exception of $2\frac{3}{4}$ miles privately owned, the tramways of New South Wales are the property of the State Government. The standard gauge of 4 ft. 8 $\frac{1}{2}$ in. has been adopted for all lines. The electric system was introduced into Sydney at the close of 1899, and is now used for nearly all tramways in the metropolitan district. The work of converting the Newcastle lines from the steam to the electric system is in progress, and a portion has been operated by electricity since December, 1923. The length of line open for traffic at 30th June, 1924, was 227 $\frac{1}{2}$ miles, viz., 160 $\frac{1}{2}$ miles under the electric system and 67 miles worked by steam.

Line.	Length of Line.	Length of Single Track.
Electric—	mls. ch.	mls. ch.
City and Suburban	116 69	213 17
North Sydney	23 16	41 6
Ashfield to Mortlake and Cabarita	8 38	15 9
Rockdale to Brighton-le-Sands	1 20	1 20
Manly to The Spit and Manly to Narrabeen	10 58	15 38
	160 41	286 10
Steam—		
Arncliffe to Bexley	2 50	2 50
Kogarah to Sans Souci	5 45	6 79
Parramatta to Northmead	2 10	2 10
Sutherland to Cronulla	7 32	7 32
Newcastle City and Suburban *	35 19	47 8
East to West Maitland	4 5	4 5
Broken Hill	10 4	11 35
	67 5	81 59
Total	227 46	367 69
Sidings, loops, and Cross-overs ... ..	...	55 74

* Including portion under electric system.

The length of tramway opened for traffic during the year ended 30th June, 1924, was 2 miles 54 chains, viz., 1 mile 19 chains of single track, and 1 mile 35 chains of double track.

The tramway rolling-stock, on 30th June, 1924, consisted of 26 steam motors, 74 steam cars, 1,494 motor cars, and 1 trail car for electric lines, and 113 service vehicles, making a total of 1,708.

A large number of cars and motors are constructed in the workshops at Randwick, where extensive repairs and conversions are also carried out.

The capital cost of the State tramways to 30th June, 1924, amounted to £10,758,958, or £47,275 per mile open. The cost of construction was £5,442,356, or £23,914 per mile, and the expenditure on rolling-stock, workshops, machinery, etc., amounted to £5,316,602.

Working of Tramways.

The following statement shows the working of the various tramways in sections for the year ended 30th June, 1924. Two sections returned a surplus during the period, and the total profit on all lines, after allowing for interest on capital, amounted to £10,198.

Line.	Cost of Construction and Equipment.	Passengers carried.	Gross Revenue.	Working Expenses.	Excess Revenue (+) or Expenses (-).	Interest on Capital.	Profit (+) Loss (-) allowing for interest.
	£	No.	£	£	£	£	£
Electric—							
City and Suburban ...	7,573,320	280,312,845	2,969,698	2,404,565	(+) 565,133	376,661	(+) 188,472
North Sydney ...	1,054,998	27,135,282	280,798	244,426	(+) 36,372	52,246	(-) 15,874
Ashfield to Mortlake and Cabarita ...	228,557	6,954,382	64,075	70,122	(-) 6,047	11,152	(-) 17,199
Manly to The Spit and Manly to Narrabeen ...	326,754	4,742,938	66,830	54,865	(+) 11,965	16,606	(-) 4,701
Rockdale to Brighton-le-Sands ...	26,254	1,257,342	10,225	7,170	(+) 3,055	1,329	(+) 1,726
Steam—							
Arncliffe to Bexley ...	22,333	652,048	6,053	8,839	(-) 2,786	1,154	(-) 3,940
Kogarah to Sans Souci ...	32,424	1,506,219	19,054	25,639	(-) 6,585	1,645	(-) 8,230
Farramatta to Northmead ...	17,415	568,365	5,342	9,827	(-) 4,485	934	(-) 5,419
Sutherland to Cronulla ...	53,485	921,587	16,743	20,414	(-) 3,671	2,759	(-) 6,430
Newcastle City and Suburban ...	1,300,953	14,649,179	170,714	212,094	(-) 41,380	61,322	(-) 102,702
East to West Maitland ...	34,569	863,837	8,720	9,486	(-) 766	1,784	(-) 2,550
Broken Hill... ..	87,896	1,393,701	15,664	24,084	(-) 8,420	4,535	(-) 12,955
Total, All Lines ...	10,758,958	340,957,725	3,633,916	3,091,531	542,385	532,187	(+) 10,198

Revenue and Expenditure.

In the following table are given details of revenue and expenditure, and capital invested for all State tramways, since 1880. The net earnings of the tramways for the year ended 30th June, 1924, amounted to 5·23 per cent. on cost of construction and equipment, as compared with 4·74 per cent., the actual interest payable on the State loan liabilities at the same date:—

Year ended 30th June.	Total Length of Lines.	Capital Expended on Lines open for Traffic.	Gross Revenue.	Working Expenses.	Net Earnings.	Interest Returned on Capital.
	Miles.	£	£	£	£	per cent.
1880	4½	60,218	18,980	13,444	5,536	9·19
1890	39½	933,614	268,062	224,073	44,889	4·81
1900	71½	1,924,720	409,724	341,127	68,597	3·50
1910	165½	4,668,797	1,185,563	983,587	201,981	4·33
1915	219½	7,970,293	1,986,060	1,611,286	374,774	4·70
1920	225½	8,763,548	2,331,797	2,436,121	895,676	4·56
1922	229½	9,505,327	3,610,135	3,015,616	594,519	6·41
1923	225	9,875,031	3,598,114	3,092,306	505,808	5·19
1924	227½	10,758,958	3,633,916	3,091,531	542,385	5·23

The increase in the working expenses since 1920 is attributable to the same causes referred to with regard to railways on page 231.

During the year ended 30th June, 1924, the percentage of working expenses to the total receipts was 85·07, as compared with 85·94 in the previous year. The net earnings amounted to £542,385, which is equal to a net return per average mile open of £2,399, as compared with £2,223 in the previous year.

Tram Fares.

The following table shows the fares charged on the trams for one and more sections at various periods since 1911. The average length of a section is 1 mile 78 chains :—

Sections.	Week Days.			Sundays.		
	June, 1911.	June, 1916.	June, 1924.	June, 1911.	June, 1916.	June, 1924.
	d.	d.	d.	d.	d.	d.
1	1	1	2	1	2	2
2	2	2	3	2	3	3
3	3	3	4	3	4	4
4	4	4	5	4	5	5
5	5	5	6	5	6	6
6	6	6	6	6	6	6

The extra fare charged on Sundays and holidays from November, 1920, to February, 1923 was withdrawn, and rates are now uniform for all days.

Comparison of Tramway Traffic.

The following statement contains a comparison of the passenger traffic and the tram mileage since 1900. With the extension of the system the earnings per tram mile decreased from 2s. 3d. in 1900 to 1s. in 1905, but rose to 2s. 5½d. in 1922. During the last two years it declined again to 2s. 3d. The working cost per tram mile dropped to 10d. in 1905, but increased steadily to 2s. 0¾d. in 1922, then declined to 1s. 11d.

Year ended 30th June.	Length of line open.	Passengers carried.	Tram mileage.	Earnings per tram mile.	Working cost per tram mile.
	miles.	No.		s. d.	s. d.
1900	71½	66,244,334	4,355,024	2 3	1 10
1905	125½	139,669,459	16,413,762	1 0	0 10
1910	165½	201,151,021	20,579,386	1 1½	0 11½
1915	219½	289,282,845	26,842,974	1 5½	1 2½
1920	225½	324,884,651	26,889,077	2 1½	1 10½
1922	229½	330,938,567	29,318,532	2 5½	2 0¾
1923	225	331,001,822	30,071,022	2 4½	2 0¾
1924	227½	340,957,725	32,110,054	2 3	1 11

The extension of the City and North Sydney tramways since 1905 is illustrated in the following statement, also the enormous increase in the passenger traffic. All lines which communicate directly with the city of

Sydney are included in the category "City and Suburban"; the Ashfield, Kogarah, Arncliffe, and Rockdale lines, which act as feeders to the railways, and the Manly lines have not been included :—

Year ended 30th June.	City and Suburban.			North Sydney.		
	Length of line.	Passengers carried.	Tram mileage.	Length of line.	Passengers carried.	Tram mileage.
	miles.	No.	miles.	miles.	No.	miles.
1905	73½	120,973,934	14,413,273	11½	9,128,575	1,074,743
1910	94½	173,897,034	17,743,868	16½	13,677,491	1,651,153
1915	110½	240,545,317	22,242,010	19½	20,743,680	2,375,916
1920	113	269,255,935	21,811,695	22	25,165,376	2,705,620
1922	115½	271,384,691	23,784,739	23	26,753,152	2,978,619
1923	115½	272,938,712	24,261,186	23	27,659,118	3,245,962
1924	116½	280,312,845	25,768,606	23½	27,135,282	3,345,454

TRAMWAY ACCIDENTS.

The accidents which occurred on tramways during each of the five years ended 30th June, 1924, are classified in the following table, in a similar way to those relating to the railways :—

Classification.	Accidents connected with the movement of tramway vehicles.					Accidents not connected with the movement of tramway vehicles.				
	1920.	1921.	1922.	1923.	1924.	1920.	1921.	1922.	1923.	1924.
Passengers—										
Killed	12	8	9	7	3	...	...	1	...	...
Injured	451	621	440	515	397	7	12	19	12	8
Servants of the Department—										
Killed	4	3	2	1	1	...	...	1	...	2
Injured	316	243	237	255	219	682	813	908	901	985
Others—										
Killed	19	20	21	19	17	...	...	...	...	...
Injured	243	276	280	315	344	2	3	1	...	1
Grand total { Killed ...	35	31	32	27	21	...	...	2	...	2
{ Injured ...	1,010	1,140	957	1,085	960	691	828	928	913	994

The number of passengers carried on the tramways during the year ended 30th June, 1924, was 340,957,725, and the rate of fatal accidents among passengers was only '01 per million.

The amount of compensation paid during the twelve months ended 30th June, 1924, in respect of accidents on the tramways was £19,819, as compared with £24,612 for the preceding year.

PRIVATE TRAMWAYS.

There is only one tramway under private control within the State, viz., a steam line, which passes through the town of Parramatta, commencing at the Park and continuing as far as the Newington Wharf at Duck River, a distance of 2 miles 66 chains, where it connects with the Parramatta River steamers conveying passengers and goods to and from Sydney. The line has been constructed to the standard gauge of 4 feet 8½ inches, and was opened in 1883.

RAILWAYS AND TRAMWAYS.

A statement of the capital cost of the State Railways and Tramways, and the result of working during the last two years, is shown below :—

Particulars.	1922-23.			1923-24.		
	Railways.	Tramways.	Total.	Railways.	Tramways.	Total.
Cost of Construction and Equipment at 30th June ..	£ 89,276,871	£ 9,975,031	£ 99,251,902	£ 98,355,167	£ 10,758,958	£ 104,114,125
Year ended 30th June—						
Earnings	15,221,333	3,598,114	18,819,447	15,616,577	3,633,916	19,250,493
Working Expenses	10,649,974	3,092,306	13,742,280	10,917,491	3,091,531	14,009,022
Balance after paying Working Expenses	4,571,359	505,808	5,077,167	4,699,086	542,385	5,241,471
Interest on Capital	4,487,303	500,274	4,987,577	4,693,417	532,187	5,225,604
Surplus	84,056	5,534	89,590	5,669	10,198	15,867

COAL USED.

During the year ended 30th June, 1924, the quantity of coal used for locomotive purposes was 1,150,526 tons, for gas-making 9,425 tons, for power houses, 219,414 tons, and for other purposes 43,681 tons.

EMPLOYMENT AND WAGES.

The amount of wages paid, together with the staff employed on the Government railways and tramways in June, 1924, is shown in the following statement, in comparison with the previous year :—

Particulars.	Year ended 30th June, 1923.			Year ended 30th June, 1924.		
	Railways.	Tramways.	Total.	Railways.	Tramways.	Total.
Persons employed—						
Salaried staff ...	5,176	798	5,974	5,290	850	6,140
Wages „ ...	31,040	9,099	40,139	33,563	9,758	43,321
Total number	36,216	9,897	46,113	38,853	10,608	49,461
	£	£	£	£	£	£
Salaries and wages...	8,740,230	2,357,704	11,097,934	9,397,574	2,527,025	11,924,599

The average number of men employed during the year ended 30th June 1924, was 47,786.

A scheme to provide superannuation allowances for the officers of the railway and tramway service was introduced in 1910 ; particulars are shown in the part of this Year Book dealing with Social Condition.

A Royal Commission was appointed on the 9th May, 1924, to inquire into the management, equipment, and general working of the railway and tramway services in New South Wales, and more particularly :

- (1) The organisation and running of the passenger and goods traffic, the services rendered, the scales of fares and freights operating, and the financial returns ;
- (2) Matters appertaining to the organisation and conduct of the mechanical section of the system in relation to the respective types of locomotives and rolling-stock adopted, cost, economy of life and use, equipment, renewal, and maintenance charges ;

- (3) Matters relating to the construction, renewal, and maintenance of the permanent way, including station equipment and the systems of signalling and interlocking adopted.

The Commissioners, Sir Sam Fay and Sir Vincent Raven, presented their report on the 3rd October, 1924.

They pointed out defects in organisation, the inadequacy of certain workshops, the absence of standard gauges and of interchangeability of parts, the high cost of repairing and of running locomotives, the excessive number of engine failures, the excessive consumption of coal, the inadequate equipment of coaching stock, etc.

A summary of their most important recommendations is as follows :—

Finance.—That the Commissioners be given full control of their own funds and be responsible for the renewal of loans on railway and tramway account, and the raising of future capital.

That the Commissioners be recouped by the Treasury for the loss incurred on developmental lines during a period of 10 years after they have been opened for traffic.

Organisation.—That the composition of the Railway Commission be :—

- (1) A Chief Railway Commissioner ;
- (2) A Financial Assistant Commissioner ;
- (3) A Power Assistant Commissioner ;
- (4) A Tramway Assistant Commissioner ; and
- (5) Three Area Assistant Commissioners.

That an area scheme of administration be introduced, and there be appointed three Area Assistant Commissioners.

Construction.—That the completion of the City Railway and electrification of suburban lines be expedited as a matter of extreme urgency, and that new lines be constructed without interruption

Mechanical and Electrical Engineering.—That locomotive repairs be concentrated as far as possible and as soon as practicable at headquarters.

That engines of obsolete types be replaced.

That careful consideration be given to the number of staff employed at Eveleigh, and to the question of coal consumption.

Operation.—That improved train services be introduced on country branch lines by railway motors or otherwise.

That sufficient rolling stock be provided to meet public demands at all times, including times of drought.

Commercial.—That the fares charged for first and second class travel be reviewed, and that the difference between suburban and country fares be adjusted as soon as possible.

LAW COURTS.

ONE of the cardinal principles of the constitution of New South Wales is that of the supremacy of the law of the land, inherited from England. By it equal legal status is accorded to all citizens. No person may be punished lawfully except for a breach of law proven in the courts before which all men have equal status, including rights of appeal and the right, in proper cases, to contest the validity of laws and regulations in the law courts.

Laws.

The body of laws in force in New South Wales are derived from three sources, viz. :—English law introduced in 1828 as modified and supplemented by legislation of the State; valid enactments of the Federal Parliament (by virtue of the Commonwealth of Australia Constitution Act); and Acts of the Imperial Parliament expressly or implicitly binding in New South Wales as a part of the British Empire. The last-named, however, relate mainly to external affairs or matters of Imperial concern, the great body of laws operating in New South Wales being enacted by local legislatures—State and Federal.

The proper subjects for Federal legislation are limited in number. In some cases Federal powers of legislation are exclusive, in others concurrent with those of the State. In all cases of conflict valid Federal laws override State laws. The legislative powers of the Federal Parliament are confined mainly to public law, and to those matters of private law on which interstate uniformity is desirable. The greater part of private law is enacted by the State Parliament.

The legal system of New South Wales is highly developed, having been modelled closely on that of England by incorporating into the body of local law and legal procedure leading features from the English system.

Development of the Present Legal System.

New South Wales was originally founded as a penal settlement, and it did not inherit at once the body of law in force in England, but only such as was expressly applied to it. At the first settlement a criminal court of justice, consisting of a Judge-Advocate and six military assessors, was established under authority of an Imperial statute of 1787 which authorised it to deal with offences against the criminal law of England. The commission of the Judge-Advocate empowered him to deal also with civil cases. In addition, a Vice-Admiral's Court was established, and several officers, including the Governor, were appointed Justices of the Peace, the Governor having power to commission other Justices. During the first twenty-six years of the colony's existence the courts of law were of a military character.

In 1814 independent courts of civil jurisdiction were established. These were called the "Supreme Court," and the "Governor's Courts," and, although they reformed many abuses of the older system, the administration of justice was not placed on a satisfactory basis until 1824, when, by virtue of the Charter of Justice, a Supreme Court was constituted with a Chief Justice having jurisdiction both civil and criminal; the jury system was introduced; and regular courts of Quarter Sessions were established.

Some uncertainty still existed as to how far English law and tradition applied, but in 1828 a momentous innovation was made by the introduction of the whole existing body of English laws (statutes, decisions of courts, and conventions) applicable to the circumstances of the colony at that date. Thus

New South Wales was placed practically on the footing of a settled colony as regards its legal system. The present legal and judicial systems really date from these statutes of 1824 and 1828, and the exact applicability of English law under them has been decided, as occasion arose, by the Supreme Court of the State, the High Court of Australia, and the Judicial Committee of the Privy Council.

Thus there was adopted as the law of New South Wales the English Common Law relating to property, contract, tort, crime, personal freedom, and liberty of speech, in addition to much English statute law including such constitutional enactments and charters, as the Habeas Corpus Acts and the Bill of Rights.

PRESENT LEGAL SYSTEM.

The main features of the present legal system are that established law is enforced by public Law Courts presided over by judges who hold office until they reach a prescribed retiring age, subject only to good behaviour, as determined by Parliament; the advocates employed at law are subject to the special control of the Supreme Court; and officers of police or prisons are answerable at law for the manner in which their duties are performed.

The jurisdictions of the courts of law are distributed in such a way as to secure prompt trial in all matters. Minor cases are relegated to Courts of Petty Sessions within the districts in which they arise. This Court sits as a Small Debts Court in civil cases, and as a Police Court in criminal cases. Salaried magistrates or honorary justices preside over these courts. More important civil cases are heard before a judge of the District Court, who also presides in criminal jurisdiction over Courts of Quarter Sessions.

A number of courts of law have been established to deal with certain special matters. These are—Licensing Courts, Fair Rents Courts, Taxation Courts of Review, (Mining) Wardens' Courts, Courts of Marine Inquiry, and, among criminal courts of magisterial rank, Coroners' Courts and Children's Courts. A special jurisdiction has been established for Courts of Industrial Arbitration and the Board of Trade, presided over by judges with the status of judges of the District Court. Special matters arising under the various land laws of the State are dealt with by Local Land Boards. Appeals and other important questions relating to valuation are decided by the Land and Valuation Court, of which the judge is equal in status to judges of the Supreme Court.

The Supreme Court of New South Wales has jurisdiction in all matters of law arising in the State, except certain matters of a Federal nature, which are reserved for the High Court of Australia. It may delegate certain of its powers, and exercises general powers of supervision over the administration of justice through its right to issue and enforce writs and to hear appeals.

The external courts of law, whose jurisdiction extends to New South Wales are the Judicial Committee of the Privy Council (appellate only), and the High Court of Australia (original in certain matters and appellate in other matters).

Jurisdiction under Federal laws is generally exercisable by any State court, presided over by a magistrate or judge, subject to the same limitations as are imposed on their jurisdictions under State laws.

LOWER COURTS OF CIVIL JURISDICTION.

Courts of Petty Sessions (Small Debts Courts).

A limited civil jurisdiction is conferred by the Small Debts Recovery Act, 1912, on magistrates and justices sitting as Small Debts Courts to determine,

in a summary way according to equity and good conscience, actions for the recovery of debt or damages. The jurisdiction of these courts is limited to cases involving not more than £50. A police or stipendiary magistrate may exercise the full jurisdiction of the court, two justices of the peace may hear cases involving amounts up to £30, and one justice up to £5. In cases of indefinite demands jurisdiction extends only to cases involving £10, or, by consent of the parties, up to £30, but the courts may not deal with matters involving titles to freehold or future rights.

In general, appeal may be made from a decision of the court only when it exceeds its jurisdiction or violates natural justice.

The principal officers of the court are a registrar, who acts as clerk to the bench and may enter judgment in cases admitted and agreed upon, and such bailiffs as are appointed from time to time for the service and execution of orders and judgments.

Particulars of the transactions of Courts of Petty Sessions in their civil jurisdiction in the past two years are shown below :—

Transactions.	1922.			1923.		
	Up to £30	£30 to £50	Total.	Up to £30	£30 to £50	Total.
Cases brought before the Registrar—						
Judgments given for Plaintiff ..	12,216	724	12,940	17,277	1,058	18,335
Not proceeded with	12,660	232	12,892	13,371	317	13,688
Cases brought before the Court—						
Verdicts for Plaintiff	4,797	162	4,959	6,197	184	6,381
Verdicts for Defendant... ..	365	11	376	384	8	392
Withdrawn or struck out	7,186	166	7,352	9,454	181	9,635
Nonsuits	296	13	309	322	7	329
Total Cases disposed of...	37,520	1,308	38,828	47,005	1,755	48,760
Cases pending at end of year ...	10,014	143	10,157	10,772	215	10,987
Amount of Judgments for Plaintiff £	103,207	24,920	128,127	124,608	29,205	153,813
Amount of Verdicts for Plaintiff £	30,255	5,421	35,676	38,391	6,354	44,745
Total amount	133,462	30,341	163,803	162,999	35,559	198,558

The proportion of cases disposed of is usually about 18 per thousand of population, but in 1923 the proportion was 22 per thousand. These numbers, however, do not represent individual litigants.

In garnishee cases the Court may order that all debts due by a garnishee to the defendant may be attached to meet a judgment debt, and by a subsequent order, may direct the garnishee to pay so much of the amount owing as will satisfy the judgment debt. In respect of wages or salary, garnishee orders may be made only for so much as exceeds £2 per week. The garnishee cases in 1923 numbered 2,694.

Oral examinations of judgment debtors in respect of debts due to them, ordered on the application of a judgment creditor, numbered 1,505 in 1923. Interpleader cases, relating to claims made to goods held under a writ of execution by a person not party to the suit, numbered 26.

Licensing Courts.

Under the Liquor Act of 1912, a Licensing Court in each of the licensing districts in New South Wales dealt with applications for new licenses, renewals, removals, or transfers of existing licenses to manufacture or sell intoxicating liquors.

In the metropolitan district the Court for granting licenses to sell intoxicants consisted of three Stipendiary Magistrates, and in country districts of the local Police Magistrate and two specially-appointed Justices of the Peace. Where there was no Police Magistrate resident within 10 miles of the Court House a special Licensing Magistrate could be appointed.

An Act was passed in 1923 to provide for the reconstitution of the Licensing Court as from 1st July, 1924. Three Police or Stipendiary Magistrates were appointed as Licensing Magistrates to constitute the Licensing Courts for all the districts of the State and to continue the functions of the Licenses Reduction Board. They were given authority to delegate their powers (except the holding of an inquiry upon a petition for the grant of a new license) to any Police or Stipendiary Magistrate.

Licenses are usually granted for a period of one year. The Court sits as an open court, and appeals from its decisions lie to the District Court.

The particulars of licenses granted and fees collected in 1922 and 1923 are as follow :—

Class of License.	1922.		1923.	
	Number of Licenses.	Amount of Fees.	Number of Licenses.	Amount of Fees.
		£		£
Publicans	2,470	100,884	2,257	146,319
Additional Bar	143	2,794	158	5
Club	81	595	79	2,980
Packet	13	126	17	81
Booth or Stand	2,451	4,902	2,385	4,770
Australian Wine	432	1,279	423	7,403
Brewers	17	6,077	16	450
Spirit Merchants	247		255	9,408
Total	5,854	116,657	5,590	171,416

During the year 1923 a new scale of licensing fees came into operation, whereby the annual fees for publicans, wine, club, and packet licenses were fixed at £2 per centum on all purchases during the previous year ending 31st December, and for spirit merchants' licenses £2 per centum on sales to unlicensed persons. Brewers' license fees were fixed at £50 per annum in the Metropolitan area, and £25 per annum elsewhere, while booth licenses were fixed at £2 each.

Further particulars of the licenses and of the Licenses Reduction Board appointed under the Liquor Amendment Act, 1919, will be found in the chapter of this Year Book entitled "Social Condition."

Fair Rents Court.

These courts, established under the Fair Rents Act, 1915-20, may determine, upon application, the fair rent of any dwelling-house let for a term not exceeding three years at a rental not exceeding the rate of £156 per annum. The courts sit in proclaimed districts, there being one court for the Metropolitan district, presided over by a special magistrate. Since 16th August, 1920, the jurisdiction has been exercised by a Police or Stipendiary Magistrate in country districts, where the total number of cases dealt with to the end of 1923 was 194. Of these 86 were withdrawn, in 23 cases the rent was fixed as at date of application, in 45 it was reduced, and in 40 increased.

The first sitting of the Court in the Metropolitan district was held on 13th March, 1916, the transactions during each year ended 31st March, being as follow :—

Year ended 31st March.	Cases withdrawn or struck out.	Rent fixed by Court.			Total Cases.
		As at date of Application.	Increased.	Reduced.	
1917	141	137	7	294	579
1918	53	49	19	102	223
1919	100	36	132	65	333
1920	225	47	254	141	667
1921	439	52	256	187	934
1922	478	75	237	245	1,035
1923	418	64	150	233	865
1924	604	75	138	288	1,105
Total ...	2,458	535	1,193	1,555	5,741

Some further particulars of the operations of the Court are published in the chapter "Food and Prices" of this Year Book.

Taxation Courts of Review.

All Judges of the District Courts have been authorised to sit as Taxation Courts of Review under the Land and Income Tax Act, 1895. The jurisdiction extends to the hearing and determining of appeals lodged against assessments by the Commissioner of Taxation by persons within the local jurisdiction of the Court. Points of law may be referred to the Supreme Court, but otherwise no appeal is allowed.

(Mining) Wardens' Courts.

By virtue of the Mining Act, 1906, mining wardens may hold courts to determine such disputes arising within their districts as the possession of mining lands, or claims under mining contracts. In general their procedure is summary, and their decisions final, but appeal lies in certain cases to a District Court or, on points of law, to the Supreme Court.

Courts of Marine Inquiry.

Cases of shipwreck or casualty to British vessels, or the detention of any ship alleged to be unseaworthy, and charges of misconduct against officers of British vessels arising on or near the coast of New South Wales, or on any ship registered at or proceeding to any port therein, are heard by one or more authorised Judges of the District Court or Police or Stipendiary Magistrates sitting with two or more assessors as a Court of Marine Inquiry.

The findings of this Court are final, except when the responsible Minister directs a rehearing of the case where new evidence is available, or a miscarriage of justice is suspected.

The proceedings of the Court are governed by the Navigation Acts of the State and Commonwealth.

In 1923 inquiries were held regarding ten cases, viz., three of collision, four of stranding, one of beaching, one in which the vessel was lost, and one of misconduct against officers. As a result of the inquiries the certificates of three masters, one mate, one first and one second engineer were suspended. One master and two mates were found to be in fault, but as the cases were not serious their certificates were not suspended. Four masters and two mates were exonerated.

DISTRICT COURTS.

District Courts have been in existence in New South Wales since 1858 as intermediaries between the Small Debts Courts and the Supreme Court. They are presided over by judges with special legal training, who have jurisdiction only over cases arising in districts allotted to them. Sittings are held at places and times appointed by the Governor-in-Council. In 1923 there were seven District Court Judges and sixty-one District Court districts. The courts sit during ten months of the year in the Metropolis, and three or more times per year in important country towns. A registrar and other officers are attached to each court.

Ordinarily cases are heard by one judge sitting alone, but a jury may be impanelled by direction of the judge, or upon demand by either plaintiff or defendant, in any case where the amount claimed exceeds £20. The jurisdiction of the Court extends over issues of fact in equity, probate and divorce proceedings remitted by the Supreme Court, and over actions at Common Law involving an amount not exceeding £400, or £200 where a title to land is involved.

Litigants may be compelled in appropriate cases to apply to the District Court by the power of the Supreme Court to remit proper cases to it, and by the rule of the Supreme Court not to allow costs to parties who recover a sum not exceeding £30 in litigation before it.

The findings of the District Court are intended to be final, and all right of appeal may be excluded by written agreement between litigants, but new trials may be granted at the discretion of the Judge of the District Court. Otherwise appeal may be made to the Supreme Court in cases involving more than £10 where a point of law or question of the admissibility of evidence is raised.

Particulars of suits brought in District Courts in their original jurisdictions during the last five years are given in the following table :—

Year.	Causes Tried.		Causes Discontinued or Settled without hearing.	Judgment for Plaintiff by Default, Confession, or Agreement.	Causes referred to Arbitration.	Total Suits disposed of.	Total Suits arising during Year.	Causes Pending and in Arrear.	Court Costs of Suits.
	Verdict for Plaintiff.	Verdict for Defendant (including Nonsuit, etc.).							
1919	465	207	1,835	1,949	14	4,470	4,698	1,751	£ 17,207
1920	537	228	1,989	2,183	3	4,940	5,332	2,143	23,140
1921	595	267	2,152	2,929	2	5,945	6,554	2,752	29,227
1922	643	286	2,187	3,509	4	6,629	7,114	3,237	31,950
1923	768	317	2,668	4,019	27	7,799	8,162	3,600	34,201

Of the causes heard during 1923, only 107 were tried by jury and 978 without a jury. In one case the jury disagreed. The amount of judgment for plaintiffs during the year was £222,291, the total amount claimed being £578,774.

In addition to the suits covered by the foregoing table a considerable amount of work is done in the District Courts under various Acts.

The number of issues remitted for trial from the Supreme Court to District Courts in 1923 was 90 in Matrimonial Causes, 6 in Equity, and 5 in Probate. Under the Workmen's Compensation Act, there were 231 applications for arbitration, and 108 awards were made in favour of the applicants. Sums amounting in the aggregate to £46,426 were paid into Court in respect of 108 cases of death, and there were referred to the Judge 42 cases relating to agreements, while 102 agreements were registered without further inquiry.

There were no appeals under the Mining Acts from decisions of the Wardens' Courts. There were 18 appeals against rating by Local Government authorities; 5 were settled and 8 assessments were varied, and 5 were pending. Other appeals under the Local Government Acts numbered 14, of which 5 were upheld.

In addition, 1,576 warrants and writs were issued for the enforcement of judgments and orders, there were 736 examinations of judgment debtors, 247 writs for attachments of debts and 129 writs of *ca sa*.

Appeals were made in 20 cases against judgments or orders of the District Court and 5 such appeals were upheld, 9 were refused, and 6 were not proceeded with.

SUPREME COURT.

The Supreme Court of New South Wales was established in 1824 under the Charter of Justice. It is presided over by a Chief Justice and not more than seven Puisne Judges, of whom four are engaged usually in the Common Law and Criminal jurisdictions, and the remainder in Equity, Bankruptcy, Probate, Lunacy, and Matrimonial Causes.

The Court possesses original jurisdiction over all litigious matters arising in the State (other than special matters concerning land and industrial arbitration), in certain cases where extra-territorial jurisdiction has been conferred, in Admiralty, and in appeal. Its original jurisdiction is exercised usually by one judge. The procedure and practice of the Court are defined by statute,

or regulated by rules which may be made by any three or more judges. In proper cases appeals may be carried from findings of the Supreme Court to the High Court or to the Privy Council.

Particulars are given below of each division of the civil jurisdiction of the Court.

Common Law Jurisdiction.

The present jurisdiction of the Supreme Court at Common Law dates from 1828. It extends to all cases not falling within any other jurisdiction. Actions are tried usually in the first instance in sittings at nisi prius, before one judge and a jury of four, or of twelve in special cases. A jury may be dispensed with by consent of both parties and under statutes governing certain cases. A judge may sit "in chambers" to deal with questions not requiring to be argued in court.

The following table gives particulars of causes set down and writs issued in the Supreme and Circuit Courts (Common Law Jurisdiction) during the last five years. The number of writs issued includes cases which were settled by the parties without further litigation.

Particulars.	1919.	1920.	1921.	1922.	1923.
Writs Issued	2,987	3,515	4,745	5,072	5,585
Judgments Signed	1,158	1,369	2,172	2,433	2,787
Causes Tried—					
Verdict for Plaintiff	127	175	191	166	166
,, Defendant	36	39	50	45	39
Jury Disagreed ... ..	...	2	3	1	2
Nonsuits	6	9	18	8	7
Total	169	225	262	220	214
Causes —					
Not proceeded with	91	151	210	236	255
Referred to Arbitration... ..	1	7	10	1	3
Total Causes dealt with ...	261	383	482	457	472
Fees paid into Consolidated Revenue Fund	£ 10,514	£ 13,221	£ 19,408	£ 18,404	£ 20,388
Cost of Litigation—					
Brought in at	32,637	48,545	58,752	53,315	90,242
Taxed off	7,405	12,966	14,036	13,607	22,721
Amount Allowed... ..	25,232	35,579	44,715	39,708	67,521
Court Costs of Taxation... ..	510	719	1,121	1,013	1,646

The number of new causes set down for hearing in 1923 was 454, and 120 were pending from the previous year. The cases dealt with numbered 472, and 102 were pending at the end of 1923.

Between 1914 and 1917 there was a marked decrease in litigation in this jurisdiction, but since then activity has increased rapidly and the number of writs issued in 1923 was more than 79 per cent. greater than in 1914. The difference between the numbers of writs issued and judgments signed indicates the extent to which suits are not proceeded with. The difference between the number of judgments signed and the number of causes tried indicates the extent to which cases are settled without legal proceedings in court.

Equity Jurisdiction.

The present jurisdiction of the Supreme Court in Equity (which includes Infancy) dates from 1828. It is exercised by the Chief Judge in Equity, by the Judge in Bankruptcy sitting in Equity, or by either sitting on appeal with two other Judges. The procedure of the Court is governed by the Equity Act, 1901, and subsidiary rules. The jurisdiction extends to granting equitable relief by enforcing rights not recognised at Common Law through the issue of injunctions, writs of specific performance, and the award of damages. The Court in making binding declarations of right may obtain the assistance of specialists such as actuaries, engineers, or other persons. In deciding legal rights incidental to its cases, it exercises all the powers of the Common Law jurisdiction of the Supreme Court.

Attached to the Court there is a Master in Equity who performs administrative duties and acts for the Judge where directed in determining certain minor matters, such as conducting inquiries and taxing costs. He is also Registrar of the Court, and controls the records and funds within its charge.

The numbers of the various transactions of the Court during each of the last five years were as follow :—

Year.	Statements of Claims.	Statements of Defence.	Petitions.	Summonses.	Motions.	Decrees, Orders, and Certificates.	Trust Funds Invested.
							£
1919	227	164	67	118	225	1,076	594,105
1920	160	71	35	81	126	485	645,260
1921	298	181	94	125	199	852	712,687
1922	322	176	84	66	249	1,040	736,288
1923	347	149	129	100	280	1,084	671,849

The amount of trust funds invested under Equity Jurisdiction was distributed chiefly among war loans, mortgages, and funded stock, the rates of interest ranging from 3 to 7 per cent.

The amount of court fees received in 1923 was £5,491.

Lunacy Jurisdiction.

Jurisdiction in Lunacy was conferred on the Supreme Court in 1824 by the Charter of Justice, and is now exercised as a separate jurisdiction by the Chief Judge in Equity. There is a Master in Lunacy (who is also Master in Equity) to perform administrative work and manage estates. The Court upon hearing evidence, with or without examination of the person, may declare any person to be of unsound mind or incapable of managing his own affairs, or it may direct that such question be determined by a jury of four or twelve persons. When such a declaration is made the Master in Lunacy may assume the management of such person's estate until his discharge or death, or a committee of management may be appointed subject to supervision by the Master in Lunacy.

The amount of trust funds of insane persons and patients vested in the Master in Lunacy at the end of 1923 was £501,838.

Bankruptcy Jurisdiction.

Jurisdiction in Bankruptcy was conferred on the Supreme Court by statute in 1887. Bankruptcy law and procedure in New South Wales were virtually codified by the consolidating Act of 1898, which will be superseded in part by the Bankruptcy Act of the Commonwealth to come into force on a date to be proclaimed.

Under the law any person unable to meet his debts may surrender his estate for the benefit of his creditors, or the latter may apply for compulsory sequestration under certain conditions provided the aggregate amount of indebtedness exceeds £50. Upon the issue of an order of sequestration the property of the bankrupt vests in the official receiver, and no creditor has any remedy against the property or person of the bankrupt except by appeal to the Court. The jurisdiction of the Court extends over all these matters and its functions are to guard against fraud on the part of bankrupts, to distribute assets, and to relieve debtors of overwhelming obligations.

There is one Judge in Bankruptcy who exercises general control over bankruptcy proceedings and determines questions of law, equity or fact affecting a bankrupt estate. Questions of fact may be tried before a jury.

The Registrar of the Bankruptcy Court performs administrative duties and duties delegated by the Judge. He may hear debtors' petitions, make full examination of bankrupts or of persons suspected to be indebted to a bankrupt, and make sequestration orders. Certain of these powers are delegated in country districts to police magistrates and registrars of District Courts, but appeal lies in all cases to the Judge in Bankruptcy and thence to the High Court. An official assignee may be appointed by the Court to manage any assigned estate for the benefit of creditors.

Particulars of the operations of the Court in the past five years are given below :—

Heading.	1919.	1920.	1921.	1922.	1923.
Petitions for Voluntary Sequestration ...	193	210	208	247	360
" Compulsory Sequestration...	123	134	186	234	308
Sequestration Orders granted ...	262	289	324	403	570
Discharges granted ..	68	77	75	43	40
Certificates of Discharge suspended ...	100	82	110	86	92
Court Fees	£ 3,645	4,192	4,386	5,023	6,082

From the commencement of the Act of 1887 there have been 22,125 sequestrations, but only in 3,807 cases have discharges been granted or estates freed. Nearly 83 per cent. of bankrupts are still undischarged.

Further details of proceedings in bankruptcy are published in the chapter, Private Finance, of this Year Book.

Probate Jurisdiction.

Probate jurisdiction was conferred on the Supreme Court in part by the Charter of Justice in 1824. By the Wills, Probate and Administration Act, 1898, it extends over all property in New South Wales of deceased persons, whether testate or intestate. The jurisdiction is exercised by a Probate Judge (who is also Judge in Bankruptcy), or by any judge acting on his behalf. He may grant probate or letters of administration of deceased estates after due inquiry and compliance with laws as to stamp-duties. Formal duties in the granting of probate and letters of administration are delegated to a Registrar of Probates, in accordance with the rules of the Supreme Court, where estates do not exceed £1,000 in value, and where no contention has arisen. The Registrar may appoint local agents to receive applications for probate.

Until the granting of probate or letters of administration the property of deceased persons vests in the Judge, and cannot be legally dealt with except in minor matters. In this way the rights of the successors, the creditors, and the State are safeguarded. Cases of disputed wills are tried by the Judge, with or without a jury, to determine issues of fact, and jurisdiction is exercised over administrators and executors.

Administrative functions in regard to intestate estates are performed by the Public Trustee under an Act of 1913.

The following table shows the number and values of estates dealt with by the Court in the past five years :—

Year.	Probates Granted.		Letters of Administration.		Total.	
	Number of Estates.	Value of Estates.	Number of Estates.	Value of Estates.	Number of Estates.	Value of Estates.
1919	4,428	£ 16,819,772	3,265	£ 1,241,091	7,693	£ 18,060,863
1920	3,570	26,191,030	2,428	1,514,783	5,998	27,705,813
1921	3,765	14,495,600	2,080	2,042,306	5,845	16,537,906
1922	3,892	14,477,829	1,905	1,323,310	5,797	15,801,139
1923	4,007	17,308,916	1,997	1,708,968	6,004	19,017,884

The values shown above represent the gross value of estates, inclusive of those not subject to duty, and of estates dealt with by the Public Trustee.* Where estates are less than £300 in value probate or letters of administration may be granted on personal application to the Registrar, without the intervention of a solicitor. Included in the figures shown above for the year 1923, there were 324 such cases, the total value of estates being £59,544.

Jurisdiction in Matrimonial Causes (Divorces).

This jurisdiction was conferred on the Supreme Court by the Matrimonial Causes Act, 1873, prior to which marriages could be dissolved only by Special Act of Parliament. This Act, with its amendments, was consolidated in 1899. A Judge of the Supreme Court is appointed Judge in Divorce, but any other judge may act for him. The forms of relief granted are dissolution of marriage, judicial separation, declaration of nullity of marriage, and orders for restitution of conjugal rights. Orders for the custody of children, alimony, damages, and settlement of marriage property may be made. Decrees for the dissolution of marriage are usually made provisional for a short period, and absolute at the expiration thereof if no reason to the contrary is shown, *e.g.*, collusion.

The grounds on which dissolution may be granted on petition are as follow :—

Husband v. Wife.—Adultery ; desertion or habitual drunkenness and neglect of domestic duties for three years ; refusal to obey an order for restitution of conjugal rights ; imprisonment for three years and upwards at date when petition is presented and under sentence for at least seven years ; conviction for attempt to murder or to inflict grievous bodily harm ; repeated assaults and cruel beatings during one year preceding the date of filing the petition.

Wife v. Husband.—Adultery ; desertion for three years or upwards ; habitual drunkenness, coupled with neglect to support or cruelty, for three

* Further particulars are published in the chapter "Private Finance."

years; refusal to obey an order for restitution of conjugal rights; imprisonment for three years and upwards at date when petition is presented and under sentence for at least seven years; imprisonment under frequent sentences aggregating three years within five years preceding the presentation of the petition; conviction for attempt to murder or to inflict grievous bodily harm; repeated assaults and cruel beatings within one year of petition.

Cases are heard usually without a jury, but where dissolution of marriage is involved a jury of twelve to try issues of fact may be requisitioned by either party, or by the Court. Certain cases may be referred to the District Court of the district in which the case arose.

Usually, the petitioner must have been domiciled in the State for at least three years preceding the date of the petition. No relief is granted to persons who have resorted to New South Wales for the purpose of instituting proceedings.

Suits may be instituted for the purpose of obtaining restitution of conjugal rights, and failure to comply with a decree made in such a suit constitutes desertion, upon which a suit for divorce may be brought. A marriage may be declared null and void on the grounds that the respondent is incapable of consummating it, that the parties to the marriage are within the prohibited degrees of consanguinity, or that the parties are unable to contract a valid marriage. Such inability may arise from one of the parties being already married, having acted under duress, or being under marriageable age.

The following statement shows the number of petitions in matrimonial causes made and granted in New South Wales during the past five years in comparison with the average per year between 1908 and 1912:—

Year.	Petitions for Divorce, Judicial Separation, and Nullity of Marriage Lodged.	Number of Petitions Granted.					Restitution of Conjugal Rights.	
		Divorces.		Petitions for Judicial Separation Granted.	Nullity of Marriage.		Petitions.	Decrees granted.
		Decrees <i>Nisi</i> Granted.	Decrees <i>Nisi</i> made Absolute.		Decrees <i>Nisi</i> Granted.	Decrees <i>Nisi</i> made Absolute.		
1908-12*	453	260	260	12	4	4	28	18
1918	796	383	376	11	4	4	138	57
1919	1,052	618	420	7	5	7	260	122
1920	1,155	624	553	11	8	3	275	163
1921	1,094	1,038	782	18	8	7	259	217
1922	1,110	696	679	9	10	5	249	144
1923	1,268	883	729	18	5	10	296	177

* Average per year.

The number of petitions lodged *in forma pauperis* during 1923 was 337, of which 304 were for divorce, 4 for nullity of marriage, 3 for judicial separation, and 26 for restitution of conjugal rights.

The numbers of petitioners of each sex in cases where decrees for divorce or nullity of marriage were made absolute, or judicial separation was granted, during each of the past ten years were as follow:—

Year.	Number of Successful Petitions lodged by			Year.	Number of Successful Petitions lodged by		
	Husband.	Wife.	Total.		Husband.	Wife.	Total.
1914	126	177	303	1919	190	244	434
1915	134	221	355	1920	267	300	567
1916	141	231	372	1921	389	418	807
1917	147	249	396	1922	296	397	693
1918	167	224	391	1923	314	438	752

The number of marriages dissolved, or virtually dissolved in each year, more than doubled between 1918 and 1921; and the proportion of petitions lodged by husbands increased rapidly. In 1922 and 1923 the numbers of successful petitions were considerably lower than in 1921, owing chiefly to a diminution in the number of successful petitions lodged by husbands.

The grounds of suits in which decrees for divorce or nullity of marriage were made absolute during each of the past five years were as follow :—

Ground of Suit.	1919.	1920.	1921.	1922.	1923.
Adultery	119	202	263	205	166
„ coupled with Bigamy, Cruelty, or Desertion	10	7	10	10	17
Cruelty and Repeated Assaults	1	3	1	2	7
„ „ Habitual Drunkenness	2	8	7	12	18
Desertion	248	255	359	318	398
Habitual Drunkenness and Neglect to Support	1	3	4	8	2
Habitual Drunkenness and Neglect of Domestic Duties	3	5	6	...	2
Imprisonment of Husband for Three Years ... ..	...	1	3	1	2
Non-compliance with Order for Restitution of Conjugal Rights	39	71	135	127	125
Impotency or Non-consummation	4	1	1	...	2
Total	427	556	789	683	739

In the cases in which decrees for divorce were made absolute during 1923, the duration of marriage was as follows :—Under 5 years, 47; 5–9 years, 244; 10–14 years, 209; 15–19 years, 117. In 99 cases the duration was between 20 and 30 years; in 12 it was between 30 and 40 years, and in one case it was over 40 years. In the case of 247 marriages, there were no children; one child in 224 cases; two children, 125; three children, 58; four children, 33; and five or more children in 26 cases. In 16 cases, the details were not stated.

Admiralty Jurisdiction.

Jurisdiction as a Colonial Court of Admiralty was conferred on the Supreme Court of New South Wales on 1st July, 1911, by Order-in-Council under the Imperial Admiralty Act, 1890. The Court may sit also as a Prize Court by authority of a proclamation of August, 1914, under the Imperial Prize Court Act, 1894. Four causes of action arose during 1923, but none of these were tried in Court.

LOWER COURTS OF CRIMINAL JURISDICTION.

Courts of Petty Sessions (Police Courts).

These Courts are held daily in large centres, and periodically as occasion demands in small centres. They operate under various statutes (chiefly the Crimes Act, 1900, and Police Offences Act, 1901), which describe the nature of offences, penalties, and certain procedure, and prescribe the number of justices or magistrates for the trial of various offences. Cases are heard by a Stipendiary Magistrate in the Sydney, Parramatta, Newcastle, Bathurst, and Wollongong districts, and in other districts by a Police Magistrate, or by Justices of the Peace. The procedure is governed in a general way by the Justices Act, 1902–18. These courts deal with minor offences, which may be treated summarily, while serious charges are investigated in the first instance, and the accused remanded to higher courts when a reasonable case is made out.

Offences punishable summarily by Courts of Petty Sessions include most offences against good order and breaches of regulations. Certain offences are made punishable summarily with the consent of the accused. The court deals also with certain other cases, such as proceedings arising under the Master and Servants Act, the Deserted Wives and Children Act, and administrative regulations.

Appeal against fine or imprisonment is heard by the Court of Quarter Sessions, but on a disputed point of law the magistrate may state a case for the Supreme Court.

Children's Courts.

Children's Courts were established by proclamation under the Infant Protection Act, 1904, and the Neglected Children and Juvenile Offenders Act, 1905, which were consolidated with other enactments by the Child Welfare Act, 1923. Children's Courts may be established by proclamation. Each court consists of a special magistrate with jurisdiction within a proclaimed area. Elsewhere the jurisdiction of a court may be exercised by a special magistrate, or two Justices of the Peace. The magistrates exercise all the powers of a Police or Stipendiary Magistrate in respect of cases involving children as parties or witnesses to the exclusion of ordinary courts of law. By this means children are protected against the adverse influences which they would encounter in the ordinary courts.

The jurisdiction embraces proceedings concerning maintenance of infants, offences by or against children, and neglected or uncontrollable children. The Court is endowed with extensive powers, such as the committal of children to reformatory homes, release on probation, etc.

Appeal from its decisions lies in proper cases to the District or Supreme Courts.

Separate statistics of the proceedings of Children's Courts are not now available, as they are included with those relating to ordinary Courts of Petty Sessions. Further particulars regarding the Children's Courts are published in part "Social Condition" of this Year Book.

Cases before Magistrates' Courts.

Particulars of the number of offences charged, and convictions obtained in Courts of Petty Sessions and Children's Courts, are shown below. Except where otherwise stated the figures represent the total number of offences charged, and cases in which bail was forfeited for non-appearance in court are included as convictions. Where multiple charges are preferred separate account is taken of each.

Year.	Offences Charged.				Per cent.		
	Withdrawn or Discharged.	Convicted.	Committed to Higher Courts.	Total.	With-drawn.	Con-victed.	Com-mitted to Higher Courts.
1906	10,702	59,900	1,459	72,061	14.9	83.1	2.0
1911	8,878	65,058	1,178	75,114	11.8	86.6	1.6
1916	11,765	68,615	1,656	82,036	14.4	83.6	2.0
1920	12,666	74,667	2,239	89,572	14.1	83.4	2.5
1921	11,877	80,214	2,594	94,685	12.6	84.7	2.7
1922	12,231	82,263	2,495	96,989	12.6	84.8	2.6
1923	13,001	88,864	2,654	104,519	12.4	85.0	2.6

Toward the end of 1916 provision was made whereby persons arrested for drunkenness were allowed to forfeit a deposit (nominally bail) in lieu of appearing in court. The amount was fixed at 5s., the usual penalty imposed. It has been increased to 10s. Approximately one-third of the cases of drunkenness are now dealt with in this manner.

It is not possible to determine the number of distinct persons charged in each year, as particulars obtained from persons accused of minor offences particularly vagrants, do not form a reliable basis for identification.

Only a small proportion of the offences for which summary convictions are effected are really criminal offences, that is offences against person or property. The following table shows a classification of the offences for which summary convictions were recorded, also the rate per 1,000 of mean population :—

Year.	Number of Convictions for Minor Offences.					
	Against the Person.	Against Property.	Against Good Order.		Other Offences.	Total Summary Convictions.
			Drunkenness.	Other.		
1906	1,619	3,857	25,253	15,920	13,251	59,900
1911	1,664	3,404	29,299	14,886	15,805	65,058
1920	1,925	5,772	25,843	14,180	26,947	74,667
1921	2,127	5,924	28,702	18,086	25,375	80,214
1922	2,043	5,692	30,723	18,386	25,419	82,263
1923	1,984	5,549	32,938	18,860	29,533	88,864

Per 1,000 of Mean Population.						
1906	1.09	2.60	17.01	10.72	8.93	40.35
1911	1.00	2.04	17.60	8.94	9.49	39.07
1920	.93	2.79	12.49	6.86	13.02	36.09
1921	1.01	2.81	13.61	8.58	12.04	38.05
1922	0.95	2.65	14.28	8.55	11.82	38.25
1923	0.90	2.53	15.02	8.60	13.48	40.53

The number of minor offences leading to summary convictions declined during the war owing partly to the fact that large numbers of men were within military jurisdiction or on active service abroad, and to other factors connected with the war. By 1921 normal conditions had been practically restored, and, although a very large increase has occurred in the number of summary convictions, the proportion to the population is still smaller than in pre-war years. The decline was due principally to a diminution in the number of convictions for drunkenness in relation to the population, increases being shown in the number of offences against property and offences against administrative laws. During 1923 there was an increase of 2,199 convictions for offences against the traffic regulations.

The offences classified under the heading "other offences" consist mainly of breaches of administrative laws, *e.g.*, Local Government Acts and traffic regulations. Generally they are minor breaches, or are committed in ignorance of the law, and are met with the infliction of nominal fines. Thus the figures for the year 1923 included 7,756 offences against traffic regulations; 4,080 against Local Government Acts; 1,152 offences against revenue laws; 3,162 against liquor laws; 1,080 against laws for the suppression of gambling; 1,239 under the Factory Act; 605 against railway and tramway regulations; 1,020 under the Health Act; 1,292 under the Defence Act; 236 under the Education Act; and 1,039 against the Pastures Protection Act.

The amount of fines paid on summary conviction and the disposition thereof, during the last five years, are shown below :—

Classification.	1919.	1920.	1921.	1922.	1923.
Fines paid to—	£	£	£	£	£
Consolidated Revenue ...	32,536	43,993	40,839	46,582	53,964
Police Reward Fund ...	17,570	21,406	21,597	26,161	28,346
Municipalities and Shires ...	4,651	4,679	4,209	5,399	5,077
Informers ...	4,892	5,164	4,749	4,990	4,926
Other ...	5,330	5,036	4,050	6,386	7,124
Total, State ... £	64,269	80,278	75,444	89,518	99,437
Paid to Commonwealth Govern- ment £	7,357	5,328	11,481	3,592	2,280

In addition to fines paid at the courts, a number are paid in part at the gaols by persons sent to prison in default of payment and a corresponding portion of the sentences are remitted. Particulars are shown on page 286.

Coroners' Courts.

The office of Coroner was established in New South Wales by letters patent in 1787, and is now regulated by the Coroners Act, 1912, which consolidated previous laws.

Every Stipendiary or Police Magistrate has the powers and duties of a coroner in all parts of the State, except the Metropolitan Police District, which is under the jurisdiction of the City Coroner. In districts not readily accessible by Police Magistrates, a Justice of the Peace is usually appointed coroner.

At the discretion of the Coroner, inquiries are held into the causes of all violent or unnatural deaths, into the causes of all deaths in gaols, and into the origin of fires causing damage or destruction to property, but may be dispensed with where the Coroner deems inquiry unnecessary. The Coroner may order the attendance of any medical practitioner at the inquest, and may direct him to hold a post-mortem examination. On the evidence submitted the Coroner is empowered to commit for trial persons adjudged guilty of manslaughter, murder, or arson.

In certain cases a jury of six persons may be empanelled to find as to the facts of the case, and on their verdict against any person he may be committed for trial.

During 1923, 1,346 inquiries were held by coroners into causes of death and 262 into the origin of fires. It was found in 768 cases that death had been accidental, and in 214 cases that suicide had occurred. There were 21 deaths due to homicide and 39 due to illegal operations. Fifteen persons were committed for trial by coroners on charges of murder, 22 for manslaughter, and 22 for arson. It was found that 28 fires were accidental, 46 were caused wilfully, 1 resulted through carelessness, and in 187 cases the evidence was insufficient to indicate the origin.

HIGHER COURTS OF CRIMINAL JURISDICTION.

The higher courts of criminal jurisdiction consist of the Central Criminal Court (which sits in Sydney and is presided over by a Judge of the Supreme Court), of the Supreme Court on circuit, and of Courts of Quarter Sessions, held at important centres throughout the State, each presided over by a Judge of the District Court as chairman. The courts deal with indictable offences which are the more serious criminal cases. Offences punishable by death may be tried only before the Central Criminal Court, which exercises the criminal jurisdiction of the Supreme Court.

All persons charged with criminal offences must be charged before a judge, with a jury of twelve chosen by lot from a panel provided by the sheriff. The jury finds as to the facts of the case, and its verdict must be unanimous. If unanimity is not reached within twelve hours a verdict is not returned, and the accused may be tried again before another jury.

Courts of Quarter Sessions.

These Courts are held at times and places appointed by the Governor-in-Council, in districts which coincide with those of District Courts. Forty-three places were appointed in 1924, courts being held usually at the conclusion of District Court sittings, three times a year in country centres, but eleven times in Sydney, and seven times in Parramatta.

In addition to exercising their original jurisdiction, the courts hear appeals from Courts of Petty Sessions and certain appeals from other courts, *e.g.*, Licensing courts. Appeals from Quarter Sessions are heard by the Court of Criminal Appeal.

Central Criminal Court and Circuit Courts.

The Central Criminal Court exercises the criminal jurisdiction of the Supreme Court in Sydney, and a Judge of the Supreme Court exercises at appointed circuit towns a similar jurisdiction. Usually capital offences, the more serious indictable offences committed in the metropolitan area, and offences which may not be tried conveniently at Quarter Sessions, or at Circuit Courts in the country, are tried at the Central Criminal Court. A Judge of the Supreme Court sitting in Sydney may act as a Court of Gaol Delivery, to hear and determine the cases of untried prisoners upon returns of such prisoners supplied by the gaolers of the State under rules of the Court.

Cases before Higher Criminal Courts.

The following table shows for the years immediately preceding and succeeding the war, the number of distinct persons charged, and those convicted for each of the classes of more serious offences. Where two or more charges were preferred against the same person account is taken only of the principal charge. The table relates to persons charged before Courts of Quarter Sessions, Circuit Courts and the Central Criminal Court.

Year.	Distinct Persons Charged.	Not Guilty, etc.	Convictions—Principal Offence.					Total Persons Convicted	
			Against Person.	Against Property.	Against Currency, and Forgery.	Other Offences.	Number.	Per 10,000 of Population.	
1911	979	441	141	313	48	36	538	3.23	
1912	993	373	136	410	48	26	620	3.55	
1913	1,125	353	189	478	60	45	772	4.24	
1920	1,581	554	169	801	33	24	1,027	4.96	
1921	1,722	611	166	853	48	44	1,111	5.27	
1922	1,635	595	176	778	48	38	1,040	4.84	
1923	1,673	614	191	757	59	52	1,059	4.83	

In view of the fact that trials of accused persons in higher criminal courts take place on indictment by the Attorney-General, and usually after

magisterial inquiry into the sufficiency of evidence for such trials, and that the question of guilt is decided by a jury of laymen, it is interesting to note that less than two-thirds of the persons charged are convicted, and in the case of offences against the person, this proportion is usually about one-half.

The number of offenders convicted for serious crime increased very considerably in proportion to the population during the three years preceding the outbreak of war, nevertheless the proportional number of convictions in the last three years showed a pronounced increase over pre-war proportions. Taking the classes of offences as shown above, the increase in post-war crime has occurred apparently in offences against property.

Of the persons convicted during 1923, the males numbered 997 and females 62. Approximately one male in every thousand was convicted for a serious criminal offence in 1923, the proportion of women being much less than one per ten thousand.

The following table shows the number of persons convicted for specific offences included in the foregoing statement :—

Offences.	Number of Offenders Convicted.						
	1911.	1912.	1913.	1920.	1921.	1922.	1923.
Murder	3	12	7	8	8	1	1
Attempted Murder, Shooting with Intent	3	2	4	8	3	8	1
Manslaughter	4	4	7	12	13	4	8
Rape and other Offences against Females	29	33	38	34	21	26	43
Unnatural Offences	2	3	9	17	23	13	2
Abortion and Attempts to Procure ...	3	1	...	1	2	1	3
Bigamy	16	8	9	22	22	22	22
Assault	80	66	106	64	63	88	102
Burglary and Housebreaking	62	89	107	255	244	236	223
Robbery and Stealing from the Person	14	39	51	50	35	30	28
Stealing Horses, Cattle, Sheep	26	33	34	41	48	38	28
Embezzlement and Stealing by Servants	26	26	27	33	42	60	37
Larceny and Receiving	131	164	201	330	376	308	308
Fraud and False Pretences	38	37	36	55	80	67	78
Arson ... ..	...	4	4	1	1	2	2
Forgery, Uttering Forged Documents...	41	38	55	33	44	46	54
Conspiracy	10	4	10	7	16	16	30
Perjury and Subornation	10	8	12	4	17	7	12

In so far as the number of persons convicted indicates the vogue of crime, the above statement shows that during post-war as compared with pre-war years, there were in relation to the population pronounced increases in unnatural offences, bigamy, burglary and larceny. On the other hand considerable decreases took place in the proportionate number of assaults, cases of forgery, and offences against females.

OTHER COURTS OF STATE JURISDICTION.

Special courts have been established in New South Wales in other provinces of law. These are the Land and Valuation Court and Local Land Boards and the Industrial Arbitration Courts, with subsidiary Industrial Boards and the Board of Trade.

*Land Boards.**

Local Land Boards each consisting of a salaried chairman, usually possessing legal and administrative experience, and of two other members (paid by fees) possessing local knowledge, were first appointed under the Crown Lands

*See, also, chapter on Land Legislation and Settlement.

Act of 1884. These boards sit as open courts, and follow procedure similar to that of Courts of Petty Sessions. Their functions are to determine questions under the Crown Lands Act, and other matters referred by the Minister. Sittings are held as required at appointed places in each of thirteen Land Board Districts in the Eastern and Central Divisions of the State.

During the year ended 30th June, 1924, the various Boards held 445 meetings, lasting 545 days. The various chairmen dealt with 8,741 cases, and full boards with 7,856.

The Western Land Board which is charged with the management and control of Crown Lands in the Western division of the State, discharges the functions of a local land board within the area of its jurisdiction. Four courts lasting four days were held during 1923-24, and the cases numbered 14.

*Land and Valuation Court.**

The Land Court of Appeal, established originally in 1889, was re-constituted at the close of 1921 as the Land and Valuation Court. This court is presided over by a judge, whose status is equal to that of a Judge of the Supreme Court, and who may sit as an open court at such places as he determines, with two assessors in an advisory capacity. The procedure of the court is governed by rules made by the Judge, who also exercises powers over witnesses and the production of evidence similar to those of a Judge in the Supreme Court.

Broadly stated, the functions of the court are to hear and determine all the more important matters and appeals arising under the Crown Lands Acts and cognate acts, cases involving the ratable-ness of lands and the more important appeals from valuations made by the Valuer-General or by valuers under the Local Government Act.

During the year ended 30th June, 1924, the Land and Valuation Court dealt with 14 references from the Minister for Lands, and 47 appeals (15 being sustained) under various Land Acts; 3,463 objections to valuations under the Valuation of Land Act; 1,740 objections to Local Government assessments for rating, where the unimproved capital value exceeded £5,000, 569 assessments being confirmed, and 1,171 altered; 4 claims relating to charges of local governing bodies in respect of rails, pipes, wires, etc., in public places; and 3 claims for compensation under the Public Works Act. There were also 16 appeals under section 29 of the Liquor Amendment Act, 1923, 10 being sustained, 4 dismissed and 2 withdrawn.

COURTS OF INDUSTRIAL ARBITRATION.

A system of industrial arbitration was inaugurated in 1901, when courts of law were established to determine certain disputes between employers and employees relating to working conditions. The statutory basis of the present court is the Industrial Arbitration Act, 1912, with subsequent amendments. The court consists of a senior judge and three additional judges. Its functions are to make awards governing the working conditions of industries, to impose penalties in cases of illegal strikes, lockouts, or unlawful dismissal, and to vary or amend awards. It also hears appeals from the industrial registrar and industrial magistrates.

Industrial magistrates are appointed under the Act of 1912, with jurisdiction over cases arising out of non-compliance with awards, and statutes governing working conditions of employees. Their powers are cognate with those of police magistrates.

* See, also, chapter on Land Legislation and Settlement.

The Board of Trade determines the amount of the living wage from time to time, also the conditions of apprenticeship in various industries. It is empowered to conduct inquiries into industrial matters and other questions referred to it by the Minister for Labour and Industry. The Board may conduct inquiries regarding monopolies and combinations in restraint of trade upon reference by the Attorney-General.

Details of the constitution and operations of these tribunals are published in the chapter relating to Employment and Production of this Year Book.

COURTS OF FEDERAL JURISDICTION.

By the Commonwealth Judiciary Act, 1903-1920, jurisdiction under Federal laws is vested in the several courts of the States within the limits of their several jurisdictions, as to locality, subject-matter, etc. Justices of the Peace are, however, precluded from exercising Federal jurisdiction. Certain acts (*e.g.*, the Postal Act and Customs Act) also confer jurisdiction in special cases on State Courts.

There are two Commonwealth courts which possess certain jurisdiction, exclusive of State courts, these are the High Court of Australia and the Commonwealth Court of Conciliation and Arbitration.*

High Court of Australia.

This Court was established in 1903 and consists of a Chief Justice and six puisne justices. Its principal seat is at the seat of Government, but sittings are held in the various States, and district registrars are appointed as required. The jurisdiction of the Court, which may be exercised in the first instance by one judge, is exclusive with regard to suits between States or any State and the Commonwealth, matters arising directly under a treaty, or writs of mandamus or prohibition against a Federal officer or court.

The High Court is constituted also as a Court of Appeal for Australia.

COURTS OF APPELLATE JURISDICTION.

Generally speaking appellate jurisdiction is exercised, in cases where appeals are permitted, by the Courts of Quarter Sessions from Magistrates' Courts, by the Supreme Court from District Courts, by the High Court of Australia from the Supreme Court, and (in certain cases) by the Privy Council from either of the two last-named courts. Appeal on points of law (usually by stating a case) may be made to the Supreme Court from any ordinary court of the State or from any special court (*e.g.* Land or Industrial Arbitration).

A Court of Criminal Appeal, presided over by Judges of the Supreme Court, was established in 1912.

Civil Appeals to the Supreme Court.

Three or more Judges of the Supreme Court may sit in its various civil jurisdictions (1) *in Banco*, to hear appeals from District Courts or from decisions of justices in chambers, and to consider motions for new trials and kindred matters—in certain circumstances such cases may be heard by one justice; (2) as a Full Court of three or more justices, to hear appeals from orders and decrees made by one justice in the various jurisdictions of the court. One judge may sit in chambers to hear applications for writs of mandamus or prohibition, and to determine special cases stated by magistrates.

*Particulars of this court may be found in the chapter on "Employment and Production" of the Year Book.

During 1923 there were 42 motions for new trials before the Full Court at Common Law, 8 being granted, 13 refused, 8 not proceeded with, and 13 were pending at the end of the year. Of five appeals in Equity 3 were disallowed and 2 were not concluded. There were 8 appeals in Divorce, 1 being sustained, 3 disallowed, and 4 were not proceeded with. One appeal in Bankruptcy was disallowed. Of 21 appeals from judgments in District Courts, 8 were allowed, 6 dismissed, and 7 were not proceeded with. In addition, 5 writs of prohibition were granted, and 4 refused. Three writs of mandamus were granted, and in special cases stated by magistrates, the magisterial finding was sustained in 3 cases, and reversed in 1. One decision of the Land and Valuation Court was reversed. Six writs of prohibition were granted and 3 refused, by Judges in Chambers, while in 8 special cases the decisions of Magistrates' Courts were upheld and in 4 reversed.

Appeals to the High Court of Australia.

Appeal to the High Court of Australia from judgments of the Supreme Court of New South Wales may be made in any case by permission of the High Court, and as of right in cases involving a matter valued at £300 or more, or involving the status of any person under laws relating to aliens, marriage, divorce or bankruptcy, provided that appeal lay to the Privy Council in such case at the date of establishment of the Commonwealth. Such appeal may be made irrespective of whether any State law provides that the decision of the Supreme Court is final.

During 1923 the appeals heard by the High Court were as follow :—From a single judge exercising jurisdiction of the Supreme Court in Common Law, 2 allowed, and 1 settled otherwise; Equity, 3 allowed, 6 dismissed; Bankruptcy, 1 dismissed; Divorce, 1 allowed, and 1 dismissed. From the Full Court of the Supreme Court, 1 allowed, 3 dismissed. In addition, 5 appeals were heard from assessments under the Federal Land Tax Act, 2 were allowed, 3 dismissed.

Appeals to the Privy Council.

Appeals from dominion courts to the Crown-in-Council are now heard by the Judicial Committee of the Privy Council. Such appeals are heard by virtue of the royal prerogative to review decisions of all Courts of the dominions, which can be limited only by Act of Parliament.

The cases which may be heard on appeal by the Judicial Committee were defined by Order-in-Council in 1909. Appeal may be made as of right from determinations of the Supreme Court involving any property or right to the value of £500 or more, and as of grace from the Supreme or High Court in any matter of substantial importance, including criminal cases in special circumstances. Except where the High Court consents no appeal may be made to the Privy Council upon any question as to the limits *inter se* of the constitutional powers of the Commonwealth or States.

The number of applications to the Privy Council for leave to appeal during the past ten years was 22, of which 20 were granted. During the period 19 appeals were determined, 7 being upheld, and 12 dismissed.

APPEALS IN CRIMINAL CASES.

Appeals to Quarter Sessions.

The right of appeal from Courts of Petty Sessions to Courts of Quarter Sessions lies against all convictions or orders by magistrates, excepting adjudication to imprisonment for failure to comply with an order for the payment of money, for the finding of sureties for entering into a recognisance

or for giving security, and orders for the payment of wages and convictions for breaches of discipline under the Seamen's Act, 1898. The Appeal Court rehears the cases, deciding questions of fact as well as of law.

The results of appeals from Courts of Petty Sessions during the last five years are shown below :—

Year.	Cases in which Conviction or Order was—			Total Cases Concluded.	Cases not Concluded.
	Confirmed.	Varied.	Quashed.		
1919	312	39	139	490	105
1920	443	69	154	666	87
1921	456	103	154	719	107
1922	538	87	148	773	113
1923	470	96	193	759	111

Appeals are made from less than 1 per cent. of the convictions in Magistrates' Courts. In 1923 convictions were quashed in 27 per cent. of the appeal cases concluded, and varied in 13 per cent. of such cases.

Court of Criminal Appeal.

The Court of Criminal Appeal was established by the Criminal Appeal Act of 1912, which prescribes that the Supreme Court shall be the Court of Criminal Appeal, constituted by three or more Judges of the Supreme Court as the Chief Justice may direct. Any person convicted on indictment may appeal to the Court against his conviction (1) on any ground which involves a question of law alone, or (2) with the leave of the Court or upon the certificate of the judge of the court of trial, on any ground which involves a question of fact alone, or of mixed law and fact, or any other ground which appears to the Court to be sufficient. With the leave of the Court, a convicted person may appeal also against the sentence passed on conviction. In such appeal the Court may quash the sentence and substitute another either more or less severe.

In addition to determining appeals in ordinary cases the Court has power, in special cases, to record a verdict and pass a sentence in substitution for the verdict and sentence of the court of trial. It also may grant a new trial, either on its own motion or on application of the appellants.

The result of appeals heard by the Court of Criminal Appeal during the last five years is shown hereunder :—

Year.	Applications to Judge.		Applications to Court.				Sentences Varied (included in Convictions Affirmed).
	Granted.	Refused.	Convictions.		New Trials Granted.	Total Cases.	
			Affirmed.	Quashed.			
1919	19	3	...	22	2
1920	40	2	6	48	3
1921	39	2	3	44	...
1922	33	1	6	40	4
1923	53	1	4	58	...

The number of appeal cases heard in 1923 was approximately 5 per cent. of the convictions of that year. In addition to the number shown in the table 16 appeals were abandoned during 1922 and 16 in 1923.

ADMINISTRATION OF LAW.

In New South Wales the duty of administering laws is allotted to Ministers of the Crown in their respective spheres, and a table of Acts administered by each Minister, may be found in "The New South Wales Parliamentary Companion." At least two members of the Cabinet are allotted the special functions involved in the administration of justice and in transacting the legal business of the State. Usually an Attorney-General and a Minister of Justice are appointed, but sometimes these offices are combined and a Solicitor-General is included in the Cabinet. There is also a Crown Solicitor—a salaried public servant.

Attorney-General.

The Attorney-General is charged with the conduct of business relating to the High Courts (such as District and Supreme Courts), the offices of the Crown Solicitor, Crown Prosecutors, Clerk of the Peace, and Parliamentary Draftsmen, as well as statute law consolidation and certain Acts, including the Poor Persons' Defence Act and the Poor Persons' Legal Aid Act. Furthermore, he corresponds with other Ministers on questions of State on which his legal opinion is required, and with judges on matters within his control, initiates and defends proceedings by or against the State, and determines whether prosecution lies in cases of indictable offences.

Minister of Justice.

The Minister of Justice supervises the working of all magistrates' courts, of gaols and penal establishments, the infliction of punishment and execution of sentences, also the operations of the various offices connected with the Supreme and District Courts. He administers Acts of Parliament relating to justices, juries, coroners, prisons and prisoners, criminals, inebriates, registration of firms, companies and licensed trades and callings.

OFFICE AND TENURE OF MEMBERS OF THE JUDICIARY.

Judges of the Supreme Court.

Judges of the Supreme Court of New South Wales are styled "Justices," and are appointed by Commission of the Governor on the advice of the Executive Council. No person may be appointed Judge of the Supreme Court unless he is a barrister of five years standing. In addition to exercising legal jurisdiction the judges have power to make rules governing court procedure and to control the admission to practice of barristers and solicitors and to supervise their conduct.

A judge is immune from prosecution for the performance of his judicial duties within the scope of his jurisdiction. He holds office "during good behaviour" until the age of seventy years at a salary fixed by statute—£3,500 per annum to the Chief Justice and £2,600 per annum to each puisne judge. By these provisions the judiciary is rendered completely independent of the executive, but a judge may be removed from office by the Crown on the address of both Houses of Parliament.

Judges of the District Court.

Any barrister of five years standing or attorney of seven years standing may be appointed as judge of the District Court by the Governor, and may exercise the jurisdiction of the Court in districts allotted by the Governor. Such persons when appointed hold office during ability and good behaviour

at a salary of £1,500 per annum, which may not be reduced during their term of office. The Governor may remove from office any District Court Judge for inability or misbehaviour subject first to appeal to the Governor-in-Council. A judge may not engage in practice of the legal profession.

Other Officers.

Certain ministerial functions are performed by magistrates and justices in addition to their judicial duties, but special officers are appointed for certain purposes in the administration of justice, viz., Crown Prosecutors to act in Criminal Courts in prosecuting persons accused of indictable offences, Clerks of Petty Sessions, the Clerk of the Peace and his deputies, to act as Clerks for the Courts of Quarter Sessions, Registrars of the Small Debts and District Courts, and Bailiffs.

In connection with the Supreme Court there are two important officers in addition to those connected with special jurisdictions, viz., the Prothonotary and the Sheriff.

Prothonotary.

The Prothonotary of the Supreme Court is its principal officer in the common law and criminal jurisdiction. He acts as registrar to the Courts of Matrimonial Causes, Admiralty, and Criminal Appeal. The Prothonotary or his deputy may be empowered under rules of the court to transact business usually transacted by a judge sitting in chambers, except in respect of matters relating to liberty of the subject.

Sheriff.

The office of Sheriff was first established in New South Wales in 1824, and is regulated now by the Sheriff Act, 1900. There is a Sheriff and Under Sheriff. Sheriff's officers are stationed at convenient country centres, where there is a Deputy Sheriff—usually a Police Magistrate. The functions of the Sheriff include the enforcement of judgments and execution of writs of the Supreme Court, the summoning and supervision of juries, and administrative arrangements relating to the holding of courts.

Magistrates.

Magistrates are appointed from among members of the Public Service unless it is certified by the Public Service Board that no member of the service is suitable for such office. Persons so appointed must have attained the full age of thirty-five years, have passed the prescribed examination in law, and be prepared to reside permanently in the district to which they are appointed. Magistrates are required to take the judicial oath and the oath of allegiance, and they hold office at the pleasure of the Governor.

Within the districts of the Metropolis, Parramatta, Newcastle, Broken Hill, Bathurst, and Wollongong the jurisdiction of the Court of Petty Sessions is exercised exclusively by Stipendiary Magistrates. In country districts jurisdiction in Petty Sessions is exercised by Police Magistrates wherever convenient, and otherwise by honorary justices in minor cases. Police Magistrates were first appointed in 1837, and Stipendiary Magistrates in 1881.

The jurisdiction of magistrates has been explained in connection with Courts of Petty Sessions, and their functions comprise those of Justices of the Peace explained later. In addition they usually act in country centres as District Registrars in Bankruptcy, Revising Magistrates, visiting Justices to gaols, Deputy Sheriffs, Mining Wardens, Licensing Magistrates, and Industrial Magistrates.

At 31st December, 1923, there were thirteen Specially Magistrates with salaries ranging from £692 to £967 per annum, and twenty-one Police Magistrates with salaries ranging from £630 to £725.

Justices of the Peace.

Any person of mature age and good character may be appointed a Justice of the Peace by Commission, under the Great Seal. The office is honorary, and is held during the pleasure of the Crown. No special qualifications in law are required of appointees, but they must be persons of standing in the community and must take prescribed oaths. Women became eligible for the office under the Legal Status of Women Act, 1918.

The functions of justices are numerous, extending over the administration of justice generally, the maintenance of peace, and the judicial duties of the office. The judicial powers are explained in connection with the Courts of Petty Sessions, and other duties include the issue of warrants for arrests, issue of summonses, administration of oaths, and certification of documents.

At the end of 1923 there were approximately 15,000 Justices of the Peace in New South Wales, including 219 women.

Registrar-General.

The Office of Registrar-General in New South Wales is that of registrar of certain occurrences and transactions of special legal significance as prescribed by Act of Parliament. Registrations are made of births, deaths and marriages; of deeds, titles to land, transfers, land leases; of mortgages and liens; of companies and firms, and of documents under the Real Property Act. The Transfer of Records Acts, passed in October, 1923, provides for the transfer from the Supreme Court to the Office of the Registrar-General, records relating to bills of sale, affidavits, etc., under the Newspapers and the Printing Act, and certain other records. The documents are usually available to the public. Fees are charged in most cases for registration and for inspection. The amount collected as fees for inspection and searches, and for public documents sold by the Registrar-General during 1923, was £223,388.

Public Trustee.

Under the Public Trustee Act, 1913, which was amended in 1923, the functions of the Curator of Intestate Estates were taken over by the Public Trustee on 1st January, 1914. The Public Trustee may act as trustee under a will, or marriage or other settlement; executor of a will; administrator of a will where the executor declines to act, is dead or absent from the State; administrator of intestate estates; and as agent or attorney for any person who authorises him so to act. He may act also as manager, guardian or receiver of the estate of an insane or incapable person, or as guardian or receiver of the estate of an infant. He is a *corporation sole* with perpetual succession and a seal of office and is subject to the control and orders of the Supreme Court.

Where the net value of an intestate estate does not exceed £100, the Public Trustee may pay the whole amount direct to the widow, and he may apply the share of an infant, not exceeding £500 to the maintenance of the infant. As attorney or agent he may collect rents or interest on investments, supervise repairs, prepare taxation returns, and pay taxes, etc. Agents of the Trustee are appointed in towns throughout the State.

Operations are not conducted for profit, and the fees and commission chargeable are regulated to provide sufficient money to cover working expenses only. The accounts of the Public Trust Office are audited by the Auditor-General.

The following is a summary of the transactions during the last five years :—

Particulars.	1920.	1921.*	1922.*	1923.*	1924.*
New Estates Administered—					
As Administrator ...	1,256	1,024	981	1,761	2,125
As Executor or Trustee ...	82	74	80	93	100
As Attorney or Agent ...	3	3	11	12	14
	£	£	£	£	£
Amount Received† ...	736,538	649,972	658,232	829,475	870,554
Amount Paid† ...	710,884	687,668	657,639	789,355	897,650
Commission and Fees ...	20,145	26,994	22,830	31,761	27,130
Unclaimed Money—					
Paid into Treasury ...	7,070	2,985	3,243	3,822	10,865
Subsequently Claimed...	594	1,210	1,231	995	1,383
Credit Balances of Estates ...	2,091,235*	2,189,090	2,425,477	2,887,434	3,235,742

* Year ended 30th June. † On behalf of estates.

During the year ended 30th June, 1924, the operations resulted in a profit of £2,004, which increased the accumulated profits to £13,748. The number of estates handled between the inception of the office of Public Trustee on 1st January, 1914, and 30th June, 1924, was 27,831, and their aggregate value £7,437,554.

Poor Persons' Legal Expenses.

Under the Poor Prisoners' Defence Act, 1907, any person committed for trial for an indictable offence may apply for legal aid for his defence before the jury is sworn. If the judge or committing magistrate considers that the person is without adequate means, and that such legal aid should be supplied, the Attorney-General may arrange for the defence of the accused and for payment of expenses of all material witnesses.

The Poor Persons' Legal Remedies Act, 1918, authorises judges to make rules regulating the practice and procedure, and the costs and fees payable in respect of proceedings to which poor persons are parties. Such proceedings may not be instituted without permission, and judges to whom applications for permission are made are authorised to act as conciliators. The rules made under this act do not apply to criminal proceedings.

PATENTS, COPYRIGHTS, TRADE MARKS, AND DESIGNS.

The administration of the statutes relating to Patents, Copyrights, Trade Marks, and Designs, devolves upon the Federal authorities, and a patent granted under the Commonwealth law is thus afforded protection in all the States, and in the Territory of Papua, for sixteen years. The copyright in a book, the performing right in a dramatic or musical work, and the lecturing right in a lecture, continue for the author's life and fifty years after his death. The British Copyright Act, subject to certain modifications, is in force in the Commonwealth under the Copyright Act, 1912.

The registration of a trade-mark protects it for fourteen years, but may be renewed from time to time. An industrial design may be protected for five years, and the period extended to fifteen years, provided it is used in Australia within two years of registration.

Under the various Federal Acts, arrangements may be made for the protection in other countries of patents, copyrights, trade-marks, and designs. In all cases the rights of holders under the legislation of a State were conserved.

LEGAL PROFESSION.

The legal profession in New South Wales is controlled by regulations of the Supreme Court, which prescribe the conditions of entry to the profession, regulate studentships at law and specify the legal examinations which must be passed prior to admission to practice. Separate boards have been established to govern the admission of barristers and solicitors.

Any solicitor duly admitted to practice has the right of audience in all courts of New South Wales, but the Supreme Court may suspend or remove from the roll any solicitor for proven misconduct or malpractice. Barristers have, in general, no legal right to fees for their services in court, but scales of charges for certain services rendered by solicitors are prescribed by regulation and costs of suits are in certain instances taxed off by an officer of the Supreme Court.

The following table shows the number of members of the legal profession in practice at intervals since 1911, and illustrates the increase in numbers in recent years :—

End of Year.	Barristers.	Solicitors.		
		Sydney.	Country.	Total.
1911	156	603	411	1,014
1918	169	629	429	1,058
1920	174	666	423	1,069
1922	184	717	439	1,156
1923	199	754	440	1,194
1924	211	790	457	1,247

The number of barristers at the end of 1924 included 26 King's Counsel. The number stated in the table does not include the District Court judges, the Master in Equity, magistrates, State officials who are barristers, non-practising barristers, nor those on the roll—but not resident—in New South Wales. There were 1,247 solicitors, and 73 certificated conveyancers.

Barristers are organised under the Council of the Bar of New South Wales, and solicitors under the Incorporated Law Institute of New South Wales. There is also a Society of Notaries.

JURY SYSTEM.

The jury system was first introduced into New South Wales in 1824, but was not converted to its present form until 1839.

All crimes and misdemeanours prosecuted by indictment in the Supreme Court or Courts of Quarter Sessions must be tried before a jury of twelve persons, who find as to the facts of the case, the punishment being determined by the judge. Most civil cases may be tried before a special jury of four persons, or a jury of twelve persons, upon application and with the consent of the court. The jury in such cases determines questions of fact and assesses damages. The procedure in relation to juries is governed principally by the Juries Act, 1912, but other Acts regulate special cases.

Persons liable to service on juries include, with certain exceptions, any person above the age of 21 years residing in New South Wales, and having a clear yearly income of £30 or more from real and personal estate, or a real and personal estate of the value of £300 or more. The principal

exceptions are foreign subjects, who have not resided in New South Wales for at least seven years; and certain persons attainted of treason or felony. Persons specially exempt include judges, members of parliament, certain public officers, employees of the Government of any State of the Commonwealth, clergymen, barristers, solicitors, magistrates, police officers, doctors, dentists, chemists, schoolmasters, certain employees of banks, incapacitated persons, and persons above the age of 60 years who claim exemption.

A jurors' list is compiled annually in October for each Petty Sessions District by the senior police officer. This list is made available for public inspection, and revised in December before a magistrate. Lists of persons qualified and liable to serve on special juries are prepared also. They include persons of prescribed avocations. The jurors summoned to hear an issue are decided by lot. Accused persons or their prosecutors each have the right to challenge eight jurors in criminal cases, and twenty in capital cases, without assigning reasons. In civil cases twice the number of jurors required are summoned, and one-fourth of the number is struck off by each party to the case.

In criminal cases the verdict of the jury must be unanimous. Where agreement is not reached within twelve hours, the jury may be discharged, and the accused tried again before another jury. In civil cases the verdict of three-fourths of the jury may be accepted after six hours deliberation, but failing agreement within twelve hours, the jury is discharged and a new trial held.

HABITUAL CRIMINALS AND PREVENTIVE DETENTION.

The Habitual Criminals Act, 1905, empowers a judge to declare as an habitual criminal any person convicted for the third or, in some cases, the fourth time, of certain criminal offences, as specified in the Act. The definite sentence imposed for the last conviction is first served, and the offender is then detained for an indefinite term, until he is deemed fit for freedom.

This system of treatment acts as a deterrent to the existence of professional criminals, and confers an incalculable benefit on society by removing the force of criminal example. The benefits accruing from the system of indeterminate sentences, as initiated in New South Wales, have led to its adoption in other communities.

Eight men were declared habitual criminals during 1923, the total number so declared since the inception of the Act being 98, including 1 woman. Of this number, 49 men and 1 woman were released on probation, 5 being recommitted to gaol, 6 died, 7 were released on medical grounds, 3 were removed to the Hospital for Criminal Insane, and in 7 cases the declaration of an habitual criminal was remitted. At the end of 1923 there were under detention 13 men who had not yet completed the definite period, and 23 men who had passed into the indeterminate stage.

On the completion of the definite term under the ordinary prison regulations, the habitual criminal passes to the indeterminate stage, which is divided into three grades—intermediate, higher, and special. A minimum period of 4 years and 8 months must be spent in the lower grades before the prisoner can gain admission to the special grade, wherein cases may be brought under consideration with a view to release.

An important proviso of the Habitual Criminals Act prescribes that while under detention as an habitual criminal every prisoner must work at some useful trade, and receive at least one-half of the proceeds of his work. As the majority of these persons have not been trained in any branch of skilled labour, facilities are afforded them, while serving the definite term, to acquire training in some remunerative employment.

FIRST OFFENDERS.

Special provision is made by the Crimes Act, 1900, for lenience towards any person convicted of a minor offence and sentenced to penal servitude or imprisonment therefor, provided such person has not been convicted previously of an indictable offence. The term "minor offence" includes, in this connection, all offences punishable summarily, and any other offence to which the court applies the provisions of the Act. In such cases sentence is pronounced in the ordinary way, and execution thereof suspended upon the offender entering into recognisance to be of good behaviour for a fixed period of at least twelve months. Such persons are required to undergo an examination to facilitate future identification, and to report quarterly to the police. They may be arrested and committed to prison for the term of sentence imposed, for any breach of the conditions of their release during the period of probation.

Special provision was made in 1918 for observing privacy in hearing the cases of female first offenders.

The following table shows the particulars available concerning persons released as first offenders in the last seven years (cases of children being excluded):—

Year.	First Offenders dealt with by Higher Courts.	First Offenders Released on Probation by Magistrates Courts.	Total First Offenders Released on Probation.
1917	84	219	303
1918	120	269	389
1919	151	282	433
1920	217	241	458
1921	246	395	641
1922	136	543	679
1923	154	436	590

FUGITIVE OFFENDERS AND EXTRADITION.

By the Service and Execution of Process Act (Federal), civil process commenced in any State of the Commonwealth may be served in any other, and judgment obtained in any State may be enforced in any other. In criminal proceedings, warrants issued in one State and endorsed in another may be duly executed in that State and the fugitive surrendered.

Special arrangements governing these matters as between different parts of the British Empire are made by the Fugitive Offenders' Act, 1881 (Imperial). Subject to local inquiry and committal, any person charged with an offence punishable by imprisonment for twelve months or more may be arrested under a warrant locally endorsed, or under a provisional warrant in cases of suspicion, and extradited.

Extradition to foreign countries is governed by Imperial Acts, or local Acts of special sanction, under treaties concluded with the countries concerned. But such treaties may be arranged only by the Imperial Government and these are usually made applicable to the whole Empire. Various acts are in force. As regards New South Wales, application for the surrender of a foreign criminal is made to the Governor-General by the foreign consul or government concerned. No person, however, may be surrendered without due inquiry into the charge laid against him, and when surrendered he must not be tried for any other offence. Persons charged

with political offences only may not be extradited. Application to foreign countries for surrender of a criminal to New South Wales are usually made by the Attorney-General.

The number of fugitive offenders arrested in New South Wales and remanded to other States or countries during 1923 was 24, and the number arrested in other States or countries and returned to New South Wales was 12.

CAPITAL PUNISHMENT.

The following table shows the total number of death sentences pronounced and sentences of death recorded, and executions during the years 1918-23 :—

Year.	Death Sentences Pronounced and Sentences of Death Recorded.	Executions.	Year.	Death Sentences Pronounced and Sentences of Death Recorded.	Executions.
1918	4	...	1921	8	...
1919	3	...	1922	3	...
1920	14	...	1923	2	...

At the close of 1923, there were in gaol 56 persons serving life sentences, and one under sentence of death.

POLICE.

The police force of New South Wales is organised under the Police Regulation Acts of 1899 and 1906. The Inspector-General of Police, under direction of the Colonial Secretary, is charged with the superintendence of police, and is responsible for the organisation, discipline, and efficiency of the force. Superintendents and inspectors of police are appointed by the Governor as subordinates of the Inspector-General. Sergeants and constables are appointed as required by the Inspector-General, but such appointments may be disallowed by the Governor.

No person may be appointed constable unless he is of sound constitution, able-bodied, under the age of 30 years, of good character, and able to read and write. Any person who has been convicted of a felony, is in other employment, or keeps a house for the sale of liquor, is incapable of acting as an officer of police. A high physical standard is required of recruits.

Members of the force must take an oath of faithful and impartial service, and may be punished by fine in Courts of Petty Sessions for failure or refusal of duty. They remain in office until the age of 60 years (or 65 with special permission), unless previously discharged. They may resign on giving three months' notice.

The powers of police officers rest on the common law, with certain express additions made thereto by statute. The primary duties of the police are to prevent crime, to detect offenders and to bring them to justice, to protect life and property, to enforce the law, and to maintain peace and good order throughout the State. In addition, they perform many duties in the service of the State, *e.g.*, they act as Clerks of Petty Sessions in small centres, as Crown Land Bailiffs, Foresters, Mining Wardens, Inspectors under Fisheries and other Acts; they collect revenue, such as taxes in respect of motor vehicles; they revise the electoral lists, and collect a large volume of statistical returns.

The State is divided into 9 superintendents' districts, containing at the end of 1923, 662 police stations, and a police force numbering 2,860. The distribution of the force in 1923 was as follows:—

Classification.	Inspector Gen. and Superin- tendents.	In- spectors.	Ser- geants.	Con- stables.	Track- ers.	Total.
General	11	54	539	1,967*	31	2,602*
Detective ... ..	...	2	25	24	...	51
Water ... ..	...	1	10	40	...	51
Traffic	1	2	11	142	...	156
Total	12	59	585	2,173*	31	2,860*

*Including 8 women, viz., 4 Searchers and 4 Special Constables.

The mounted police numbered 789, including all inspectors and superintendents, 191 sergeants, 496 constables, and 31 black trackers.

The following statement shows for various years since 1896 the strength the police establishment (exclusive of trackers and women police) in

relation to the population. In 1900 the function of regulating the metropolitan street traffic was transferred to the police, and with a greater volume of administrative legislation their duties have been increased.

Year.	Number of Police.	Inhabitants to each Policeman.	Year.	Number of Police.	Inhabitants to each Policeman.
1896	1,874	682	1916	2,587	729
1901	2,172	634	1917	2,557	751
1906	2,342	640	1918	2,480	792
1911	2,487	684	1919	2,569	794
1912	2,554	700	1920	2,634	795
1913	2,582	715	1921	2,734	779
1914	2,627	717	1922	2,795	778
1915	2,613	725	1923	2,821	784

From 1901 to 1920 the police force grew at a slower rate than the population, but since that date some slight recovery has been made.

Rates of Pay and Pensions.

The salaries paid to the police are as follow :—Inspector-General £1,500 ; superintendents, £600 to £700 per annum ; inspectors, £450 to £500 per annum ; sergeants, 19s. to 21s. 6d. per day ; constables, 15s. 1d. to 18s. per day ; daily rates being paid for seven days per week.

In addition officers not provided with quarters receive lodging allowances as follow :—Inspector-General £150 ; superintendents, £110 per annum ; inspectors, £80 per annum. Other ranks—married men, 2s. 6d. per day ; single men, 1s. 6d. per day. A clothing allowance of £20 per annum is made to plain-clothes police in lieu of uniform.

In terms of the Police Regulation (Superannuation) Act, 1906, a deduction of 4 per cent. is made from the pay or salary of members of the police force on account of contributions to a Superannuation Fund.

Pension and gratuity rights accrue to officers who retire by reason of medical unfitness for duty, or on or after attaining the age of 60 years, and are as follow :—To police appointed before 1st. February, 1907, with less than 15 years' service, a gratuity not exceeding one month's pay is payable for each year of service, and a further gratuity of a month's pay for each year of service after the tenth year ; to officers with 15 years' and less than 20 years' service, a pension equal to half-pay, less 3 per cent., is payable ; from 20 years' and less than 25 years' service, a pension equal to two-thirds, less 3 per cent. ; from 25 years' and less than 30 years' service, a pension equal to three-quarters less 3 per cent. ; and from 30 years and upwards a pension equal to full pay, less 3 per cent. To officers appointed after 31st January, 1907, with less than 20 years' service, a gratuity not exceeding one month's pay for each year of service is payable ; to officers with 20 years' service and upwards, a retiring allowance not exceeding one-fortieth of salary for each complete year of service, less 3 per cent., provided that such allowance shall not exceed three-quarters of salary, less 3 per cent. Where an officer is disabled or killed in the execution of his duty, a special allowance not exceeding his salary at the time of disablement or death may be paid to him or his dependents. Further particulars of the fund are shown in part Social Condition of this Year Book.

The Police Regulation (Appeals) Act, 1923, which came into operation on 1st February, 1924, provides for the appointment of a Board, constituted by a District Court Judge, to hear appeals against the decisions of the Inspector-General of Police in regard to promotions or the imposition of punishments, consisting of fine, suspension, dismissal, reduction in rank or pay, or transfer. Any party to an appeal may require it to be heard before the judge, and two members of the police as assessors, one being nominated

by the Inspector-General and one by the Police Force. The decisions of the Board are subject to review by the Colonial Secretary, as the responsible Minister of State, and his decision shall be final.

REGULATION OF TRAFFIC.

In the metropolitan district the Traffic Police inspect public vehicles, test taximeters, regulate and control the use of motor vehicles upon public streets, besides exercising a general control over all street traffic.

The following table shows particulars of accidents occurring in public streets within the Metropolitan Traffic District during recent years :—

Year.	Accidents in which no persons were injured.	Persons Killed or Injured by—					
		Trams.		Motor Vehicles.		All Vehicles.	
		Killed.	Injured.	Killed.	Injured.	Killed.	Injured.
1914	951	19	515	16	330	48	1,265
1919	1,167	20	397	20	732	51	1,623
1920	1,243	6	443	28	826	51	1,773
1921	1,199	10	318	36	792	62	1,616
1922	1,878	12	556	48	1,071	76	1,972
1923	2,761	7	294	58	1,443	89	2,368

The table shows that there has been a very marked increase in the number of street accidents during the past ten years, and that the increase has been particularly great during the last three years covered. In the case of trams the number of accidents fluctuate markedly, and there appears to be a tendency to decline, but the accidents due to motor vehicles have increased very markedly perhaps out of proportion to the increased vogue in the use of motor conveyances.

During the year 1923 there were reported 191 street accidents outside the Metropolitan Traffic District, and these resulted in the deaths of 13 persons, and injuries to 160.

As regards the services of the police in cases of accident, it is of interest to note that in 1923, 1,169 police officers held First Aid Certificates and 307 held Life Saving Certificates.

Traffic Licenses.

The following table shows licenses granted for vehicles and drivers under the Metropolitan Traffic Act and the Motor Traffic Act during the years 1922 and 1923 :—

License.	1922.	1923.	License.	1922.	1923.
Metropolitan Traffic Act—			Metrop. Traffic Act— <i>ctd.</i>		
Horse Cab ...	607	517	Horse-bus Driver ...	16	5
Motor Cab ...	419	416	Motor-bus Driver ...	803	1,142
Horse Van ...	1,520	1,260	Motor-bus Conductor ...	515	903
Motor Van ...	579	1,090			
Horse Omnibus ...	10	5			
Motor Omnibus ...	308	410	Motor Traffic Act—		
Horse-cab Driver ...	678	576	Motor Vehicle ...	39,227	54,053
Motor-cab Driver ...	635	624	Motor Vehicle Driver ...	62,946	84,465
Horse-van Driver ...	1,777	1,510	Motor Cycle ...	12,143	14,345
Motor-van Driver ...	811	1,536	Motor Cycle Rider ...	17,299	20,319

The revenue obtained under the Metropolitan Traffic Act was £5,418 in 1922 and £6,017 in 1923; under the Motor Traffic Act £62,673 in 1922, and £85,574 in 1923; and under the Motor Vehicles (Taxation) Act £161,874 in 1922, and £219,952 in 1923.

PRISON SERVICES.

A prison may be established by proclamation of the Governor, at any premises prepared and maintained as a prison at the public expense. A Comptroller-General and Deputy Comptroller-General of Prisons are appointed by the Governor for the care of prisons and custody of convicted prisoners. Persons in custody awaiting trial are held by the Comptroller-General for the Sheriff.

All prisons must be visited at least once each week by a magistrate appointed to be "Visiting Justice," who may enter and inspect, and report to the Chief Secretary upon any matter connected with the gaol as often as he deems necessary. Such justice may hear and determine complaints against prisoners and award as punishment a term of solitary confinement on bread and water. In addition Judges of the Supreme Court may visit prisons and sit as a Court of Gaol Delivery to determine cases of untried prisoners.

At the end of 1923 there were 24 gaols in New South Wales. Six were principal, 7 minor, and 11 police gaols. Since 1901, when there were 59 gaols, 40 have been closed, and 5 opened. Parramatta gaol was reopened in 1922 after having been closed for four years.

Grading of Establishments.

The prison establishments are graded with a view to the concentration of prison population in institutions large enough to ensure efficiency of supervision with economy of administration, and the maintenance of a strict and disciplinary organisation conducive to the highest ideals of reform.

The State Reformatory for Women at Long Bay is occupied by prisoners of all classes, and the State Penitentiary for Men at Long Bay is used as a place of detention for incapables from the city, and as a centre from which long-sentence prisoners are distributed to the principal country establishments. At the police gaols and lock-ups are detained only prisoners with sentences of less than fourteen days. The Prisoners' Afforestation Camp, Tuncurry, receives selected prisoners (first offenders) after portion of their sentence has been served. At the Emu Plains Prison Farm, young industrious prisoners, with suitable qualifications are treated on somewhat similar lines.

Classification of Prisoners.

In all the large establishments an inter-classification system is operative, which assures the segregation of the inmates in various classes according to age and conduct. For several years the principle of restricted association has been in operation, and has yielded successful results. Under present conditions association while at work, at exercise, and at religious instruction, is subject to the closest supervision. Cells are lighted, and literature is provided from the prison libraries.

PRISON POPULATION.

The number of gaol entries during the various years, and the number of prisoners in gaol, exclusive of inebriates, at the close of various years since 1901 are shown below :—

Year	Number of Gaol Entries during Year.	Prisoners at end of Year.							
		Under Sentence.		Awaiting Trial.		Total.			Prisoners under Sentence per 1,000 of Population.
		Males.	Females.	Males.	Females.	Males.	Females.	Total.	
1901	14,361	1,499	197	106	10	1,605	207	1,812	12·3
1911	9,532	1,066	107	68	8	1,134	115	1,249	6·9
1916	9,999	1,251	200	64	10	1,315	210	1,525	7·9
1921	8,817	1,182	91	90	6	1,272	97	1,369	6·0
1922	8,955	1,292	81	97	6	1,389	87	1,476	6·3
1923	8,752	1,263	76	86	8	1,349	84	1,433	6·5

The number of gaol entries shown in the table, includes convicted persons, persons awaiting trial, debtors, naval and military offenders, and persons on remand, some of whom were received and counted several times.

Of the prisoners in gaol under sentence at the end of 1923, there were 1,245 serving sentences of penal servitude, or of hard labour, including 56 serving life sentences, and 36 habitual criminals. One prisoner was under sentence of death, and 94 were serving sentences of imprisonment only. The terms of sentence were unspecified in 89 cases.

The number of convicted prisoners in gaols decreased in a marked degree between 1901 and 1911. At the end of the former year the number was 1,696 or 12·3 of population as compared with 1,173 or 6·9 per 10,000 of population in 1911. The prison population increased between 1911 and 1915, when, owing probably to circumstances brought about by the war, a further marked decline occurred, and at the end of 1919 the number of prisoners confined in gaols was the lowest since records were commenced in 1887. Between 1919 and 1922 the number increased, but in 1923 there was a slight decrease.

The number of prisoners in gaols varies over lengthy periods under the influence of several variable factors, chiefly the number of offences for which imprisonment may be ordered and the severity of sentences imposed. There has, in recent years, been a growing tendency to lenient treatment. Therefore the number of confines in any particular year does not necessarily reflect the amount of crime committed in that year.

The following statement shows the number of prisoners under sentence received into gaols during various years since 1901 :—

Year.	Convicted in Higher Courts.			Convicted in Courts of Petty Sessions.			Other persons sentenced to Prison. *	Grand Total.
	Not previously in Prison.	Previously in Prison.	Total.	Sentenced to Prison.	Imprisoned in default of paying Fine.	Total.		
1901	270	382	652	2,804	8,182	10,986	202	11,840
1911	248	237	485	1,728	4,959	6,687	261	7,433
1912	238	261	499	2,357	5,844	8,201	259	8,959
1913	298	349	647	2,372	6,016	8,388	281	9,316
1914	243	412	655	2,426	6,299	8,725	416	9,796
1919	303	279	582	1,487	3,076	4,563	264	5,409
1920	390	418	808	1,630	3,724	5,354	40	6,202
1921	422	440	862	1,270	4,441	5,711	41	6,614
1922	405	452	857	1,440	4,226	5,666	42	6,565
1923	563	344	907	1,467	4,104	5,571	47	6,525

* Includes persons imprisoned as debtors, as offenders against Federal laws, as naval and military offenders, and as a result of civil processes.

Of the persons imprisoned in 1923 in default of paying fines imposed by Courts of Petty Sessions 883 paid the fines after reception into gaol and were released.

This table provides a comparison of recent years with those more remote, and of the pre-war and post-war periods. General features of the figures are (1) that usually nearly half the crimes for which convictions are obtained in the higher courts (*i.e.* the more serious crimes) are committed by persons who have already been in prison, (2) approximately two-thirds of the prisoners are committed to gaol in default of paying fines imposed in Courts of Petty Sessions. Since 1901 the total number of persons committed to prison under sentence has decreased heavily, especially when the growth of population is considered, the relative proportions per 1,000 of population being in 1901, 8·6; 1911, 4·5; 1921, 3·1; 1922, 3·5; 1923, 3·0. This decrease is due mainly to a diminution in imprisonment for minor offences dealt with by Courts of Petty Sessions, where the decrease in the number of persons committed to prison without the option of paying a fine is particularly noticeable. Between 1911 and 1914 the number of persons imprisoned for serious crime was increasing, but was relatively less than in former years. The numerical increase since the war has not raised the proportion relatively to the population.

Imprisonment—Composition by Fine.

Under the Justices Act any persons committed to prison in default of payment of a fine may pay a portion of the fine under prison rules and be relieved of a proportionate part of the period of imprisonment. The extent to which prisoners have availed of this provision in various years since 1902, when it first became operative, is shown below :—

Particulars.	1902.	1911.	1921.	1922.	1923.
Persons committed to gaol in default of payment of fines	8,062	4,959	4,102	4,226	4,104
Prisoners subsequently released after paying portion of fines	1,008	1,480	848	776	738
Days prisoners would have served if portion of fines had not been paid ...	30,768	41,104	32,323	25,140	25,504
Days remitted by part-payment of fines ..	20,179	30,120	18,464	10,761	11,713
Amount received at gaol as part-payment of fines £	2,198	3,153	3,157	2,840	2,483

In recent years the proportion of persons who took advantage of the provision has been about 20 per cent. of the total. In 1902 and 1911, the amount received at gaols per day's imprisonment remitted was approximately 2s., in 1923 it was 4s. 3d.

Prisoners Released on License.

Persons eligible for remission of sentence for good conduct and industry may be released on license to be of good behaviour.

Licenses operate for the unexpired portion of the sentence and sureties are required. The licensee is required to report periodically, and a breach of the conditions of release may be punished by the cancellation of the license, and recommittal to gaol for the balance of the sentence. During 1923, licenses were granted under Prisons Regulation No 75, to 1 man and 1 woman, and under the Crimes Act to 62 men and 5 women. At the end of 1923 there 46 licenses current under the Crimes Act.

Industrial Activity in Prison Establishments.

Ability to perform useful and remunerative labour is recognised as of equal importance with good conduct in demonstrating fitness for freedom. Therefore employment at industries calculated to inspire interest, to encourage some degree of skill, and subsequently to prove remunerative, is provided under the supervision of competent instructors. The principal activities are farming, gardening, bread-baking and minor manufactures.

In 1923 the value of prisoners' labour amounted to £62,730, viz.:—manufactures, £21,096; agriculture, £10,575; buildings, £9,574; domestic employment, £18,546; and other employment, £2,939. Prisoners' labour supplies almost entirely the needs of the Department in forage and vegetables.

Sickness and Mortality in Gaols.

Visiting surgeons are attached to the various important establishments and modern systems of sanitation and hygiene are in vogue. Among the persons received into the institutions are included some whose physical condition is deplorable, persons in the last stages of disease, and aged and infirm persons, for whom a hospital or asylum is the befitting destination. Prisoners suffering from tuberculosis receive special treatment.

The medical statistics of prisons show that, with an average daily number of 1,465 inmates during 1923, the total number of cases of sickness treated in hospital was 390. Eight prisoners died, and 11 were released on medical grounds. The death rate per 1,000 of the average number of inmates was 5.45.

Lock Hospitals.

Under the Prisoners Detention Act, 1908, prisoners found to be suffering from certain contagious diseases may be detained in Lock Hospitals attached to the gaols. In cases of imprisonment without option of fine, a stipendiary magistrate may cause the prisoner to be detained until certified by the medical officer as free from disease even after the definite sentence is served. In the case of imprisonment in lieu of payment of a fine, the Act did not provide for detention beyond the specified term of imprisonment until 1918, when an Act was passed to remedy this defect. All such prisoners may be treated now in the Lock Hospitals until free from contagion.

During 1923, 95 cases of venereal disease were treated, and orders for detention in the Lock Hospitals were obtained in the cases of 61 men and 16 women. Prisoners were detained for curative treatment during the year for periods ranging up to nine months after the expiration of their original sentence.

SPECIAL PRISON TREATMENT.

Upon the recommendation of the judge before whom they have been tried prisoners convicted of a misdemeanour under sentence of imprisonment without hard labour may be placed in a special class and treated similarly to those confined under civil process. Such prisoners are segregated and are allowed privileges regarding food, clothing, etc.

First Offenders.

The records of 907 persons received into gaol after conviction in the higher courts during 1923 show that 563 had not been imprisoned previously.

At Goulburn Gaol special reformatory treatment is provided for first offenders through the provision of useful employment, educational facilities, physical drill, and strict classification in order to prevent association with prisoners of vicious tendencies. That this plan is an important factor in the deterrent influence of the prison system, is evinced by the small proportion of re-convictions of prisoners passing through the treatment.

Youthful Offenders.

In New South Wales a strict line of demarcation is drawn between offenders over and under the age of 25 years, great discrimination and special care being necessary to prevent such youthful offenders from becoming confirmed criminals. Offenders under age 25 are classified in age-groups, and according to length of sentence over or under 12 months, and divisional treatment is accorded. Special disciplinary, scholastic, religious, physical training, and industrial courses are provided.

Maintenance Confinees.

The Deserted Wives and Children Amending Act, 1913, empowers the Comptroller-General of Prisons to direct a prisoner committed to prison under the Deserted Wives and Children Act, 1901, or the Infant Protection Act, 1904, to perform any specified class of work. An estimate is made of the value of the work performed, and after a deduction for the prisoner's keep, the remainder is applied towards satisfaction of the order for maintenance under the Deserted Wives and Children Act 1901, or for maintenance or expenses under the Infant Protection Act, 1904.

During 1923 the number of maintenance confinees received into gaol was 453, as compared with 367 in the previous year. Gaol earnings to the amount of £2,284 were paid to dependants of confinees during the year.

Women in Prisons.

In August, 1909, the State Reformatory for Women was opened at Long Bay, and to this central institution are sent all prisoners from the metropolitan district, and all long-sentence prisoners from extra-metropolitan districts. At Long Bay an exhaustive system of classification is in force, accommodation being provided by means of 290 separate rooms. The industrial activity of the institution resulted in an output of manufactures, which, with the work of gardening and domestic services, was valued at £2,379. During 1923 the daily average at the Reformatory for Women was 87.

In 1923, at all gaols of New South Wales, 1,061 female prisoners were received under sentence, the majority being detained at Long Bay. The daily average number of women under detention, including untried prisoners, was 96.

Approximately 76 per cent. of the women received at the gaols were committed on sentences of one month and less, consequently there was little opportunity for the application of reformatory measures.

The Treatment of Inebriates.

The Inebriates Act was designed to provide treatment for two classes of inebriates—those who have been convicted of an offence, and those who have not in this way come under the cognisance of the law.

For the care and treatment of the latter class, the Act authorises the establishment of State institutions under the control of the Inspector-General of Insane. Judges, police magistrates, and the Master-in-Lunacy may order that an inebriate be bound over to abstain, or that he be placed in a State or licensed institution, or under the care of an attendant controlled by the Master-in-Lunacy, or of a guardian, for a period not exceeding twelve months. Provision is made also to enable an inebriate to enter voluntarily into recognisances to abstain.

An inebriate convicted of an offence of which drunkenness is a factor or, in certain cases, a contributing cause, may be required to enter into

recognisances for a period of not less than twelve months, during which he must report periodically to the police; or he may be placed in a State institution under the direction of the Comptroller-General of Prisons.

Special provision has been made, at the State Penitentiary, for men, and, at the State Reformatory, for women detained under the Inebriates Act, who have been convicted previously for other offences. Since March, 1915, those of the non-criminal class have been treated at a separate establishment, the Shaftesbury Inebriate Institution.

In 1917 arrangements were made for the admission of voluntary paying patients to the Shaftesbury Institution. These patients may, under certain conditions, leave the institution daily to follow their usual occupation. During 1923, 19 men and 8 women were admitted as voluntary patients, and 3 men and 2 women were remaining on 31st December.

The power of detaining inebriates in State Institutions was first exercised in 1907, and the majority of admissions have been of chronic offenders over 40 years of age, who for many years prior to admission had served frequent sentences under the repeated short sentence system, and who in consequence had drifted into a condition from which reformation seemed almost hopeless. In view of this fact the results attained by the operation of the Acts may be considered encouraging.

During the period dating from the first reception in August, 1907, to 31st December, 1923, the total number of original receptions amounted to 1,312—569 men and 743 women; 1,614 licenses for release were issued—630 to men, and 984 to women; 220 issued to men, and 440 to women, have been cancelled, and the licensees recommitted to institutions.

The number of persons admitted to the inebriate institutions in 1923 was 169, viz.—79 men and 90 women. One man died, 56 men and 75 women were released on license, 13 men and 14 women were discharged, leaving 44 men and 43 women in the institutions at the end of the year.

The total expenditure on inebriate institutions during the year amounted to £4,852.

BIRTHPLACES AND RELIGIONS OF PRISONERS.

The number of persons serving sentences in gaols at the end of 1923 were distributed as follows in groups of birthplaces and religions:—

Birthplace.	Males.	Females.	Total.	Religion.	Males.	Females.	Total.
New South Wales ...	775	45	820	Church of England	622	33	655
Other Australasian ...	223	15	238	Roman Catholic	466	37	503
England and Wales ...	120	7	127	Methodist ...	37	1	38
Scotland ...	33	3	36	Presbyterian ...	77	5	82
Ireland ...	33	5	38	Other Christian ...	20	...	20
Other British ...	21	...	21	Non-Christian ...	20	...	20
Foreign Countries ...	58	1	59	No religion ...	21	...	21
Total ...	1,263	76	1,339	Total ...	1,263	76	1,339

COST OF ADMINISTRATION OF JUSTICE.

The following table shows the amount expended by the State in the administration of justice, in the protection of property, and in the punishment

of criminals, in New South Wales during the last five years; also the amount of fines and fees, and net returns from prisoners' labour paid into the Consolidated Revenue :—

Expenditure and Revenue.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Expenditure—					
Law Administration—					
Salaries, Pensions, etc., of Judges	53,870	59,106	60,407	63,970	62,868
Other	232,176	288,742	342,703	325,155	333,178
	286,046	347,848	403,110	389,125	396,046
Police—					
Administration, etc. ...	930,756	1,062,201	1,106,102	1,118,604	1,127,503
Payments to Pension Fund ...	77,000	80,000	91,000	110,000	116,300
	1,007,756	1,142,201	1,197,102	1,228,604	1,243,803
Prisons*	103,368	126,122	138,131	159,755	162,375
Total Expenditure	1,397,170	1,616,171	1,738,343	1,777,484	1,802,224
Revenue—					
Fees	81,318	100,188	111,720	119,331	132,645
Fines and Forfeitures	38,785	45,303	45,723	54,422	56,810
Receipt by Prisons Department †	48	212	223	2,305	3,985
Total Revenue	120,151	145,703	157,666	176,058	193,440
Net Cost	1,277,019	1,470,468	1,580,677	1,601,426	1,608,784
Per Head of Mean Population—	s. d.	s. d.	s. d.	s. d.	s. d.
Law Administration	2 10	3 4	3 9	3 7	3 7
Police	9 10	10 11	11 3	11 4	11 3
Prisons	1 0	1 2	1 4	1 5	1 6
Total Expenditure	13 8	15 5	16 4	16 4	16 4
Revenue	1 2	1 5	1 6	1 7	1 9
Net Cost	12 6	14 0	14 10	14 9	14 7

* Calendar year preceding.

† Exclusive of value of work done for Prisons and other Government Departments. The net value of prison labour of a productive character in 1923 was £44,184, and of all prisoners' labour £62,731.

The expenditure on law administration includes the salaries, etc., of judges, and the expenditure of the Department of the Attorney-General and of Justice, except the expenditure on prisons, which is shown separately, and on sub-departments not directly concerned in the administration of the law, and certain other expenses.

The expenditure by the Police Department shown above is not absorbed solely by police services proper, since the members of the police force perform extensive administrative services for other Departments of State estimated to exceed in value £200,000 per annum.

LOCAL GOVERNMENT.

GROWTH OF LOCAL GOVERNMENT.

THE first step towards Local Government in New South Wales may be said to have been taken in 1840, when the Parish Roads Act was passed, authorising proprietors of lands adjacent to or within 3 miles of parish roads to elect trustees, who were empowered to levy rates, establish tolls, and borrow money for making or repairing such roads and the bridges thereon. Full particulars of the subsequent growth of the various developments will be found in the Year Book for 1922.

Local Government in New South Wales is conducted under the provisions of the Local Government Act of 1919 and its amendments, except in the City of Sydney, where it is regulated by the Sydney Corporation Acts. The system extends over the Eastern and Central Land Divisions of the State, but the sparsely-populated Western Division is unincorporated, with the exception of the portions embraced by the municipalities of Bourke, Brewarrina, Broken Hill, Cobar, Wentworth, and Wilcannia, and part of the municipality of Balranald which lies within its boundaries.

Local governing areas are of two kinds, viz., municipalities and shires. In 1923 there were 184 municipalities, including the City of Sydney, and their aggregate area was 1,815,534 acres. In the following year Hillgrove Municipality with 2,240 acres was amalgamated with the shire of Dumaresq. The smallest municipality is Darlington, a suburb of Sydney, with 44 acres, and the largest is Cudgegong, 192 square miles. There are 136 shires, extending over an area of about 181,140 square miles. The smallest, Ku-ring-gai, 36 square miles, is in the metropolitan district, and the largest is Lachlan, with headquarters at Condobolin, 5,736 square miles.

In this chapter the particulars relating to municipalities and shires are shown conjointly in a summarised form and separately in greater detail. In making a distinction between the metropolitan and country districts, the metropolitan district, unless otherwise specified, is the area defined by Schedule IV of the Local Government Act of 1919. It embraces the municipalities of Auburn, Bankstown, Dundas, Ermington and Rydalmere, Granville, Lidcombe, and Parramatta, and the shires of Hornsby, Sutherland, and Warringah, in addition to the area usually designated the metropolis, viz., the City of Sydney, forty suburban municipalities and the shire of Ku-ring-gai.

Sydney Corporation Acts.

In terms of the Sydney Corporation Act of 1902 and its amendments, the local government of the City of Sydney is vested in the City Council, which is composed of twenty-six aldermen, who are elected every third year, two for each of the thirteen wards. The Lord Mayor is elected annually by the aldermen from their own number, or failing an election the Governor-in-Council may appoint one of the aldermen to the position.

The right to be enrolled as a voter at elections of the City Council extends to every adult British subject who owns a freehold interest in possession of property of a yearly value of £5 and upwards in any ward, or a leasehold interest in property of a yearly value of £25 and upwards. A person with either qualification may be placed on the roll for every ward in which he is so qualified, but may not then be enrolled in any ward in virtue of any other qualification. An adult British subject, who has occupied continuously for a period of six months a house, shop, or other building, or lodgings, of a yearly value of £10, may be placed on the roll

for one ward only, and a person having more than one such qualification may choose the roll on which his name shall be placed. Any person qualified to vote is eligible for election as an alderman unless disqualified under the provisions of the Sydney Corporation Act of 1902.

The maintenance of the streets and other public ways of the city is vested in the Council, though the traffic is regulated by the police. The Council is empowered to levy general, special, and street watering rates; to establish public markets; to regulate street selling, the erection of hoardings, matters relating to public health and sanitation, and the inspection of food; to resume land for the purpose of remodelling or improving areas and for widening streets, etc.; to erect and let dwellings; to maintain free lending libraries; to control parks; and generally to make by-laws for the good government of the city. Under the provisions of the Municipal Council of Sydney Electric Lighting Acts of 1896 and 1920 the Council is authorised to generate and supply electricity for public and private purposes. The City Council elects two members of the Board which administers the Metropolitan water supply and sewerage services, one being elected in every second year for a period of four years. At the triennial elections of members of the Board of Fire Commissioners of New South Wales the City Council has the right to vote at the election of one member, who represents the councils of the City of Sydney and of the suburban municipalities.

Local Government Acts.

The Local Government Act of 1919 and its amendments are administered by the Minister for Local Government, who is in charge of a State Department. Local governing areas are of two kinds, viz., municipalities and shires. Each area is governed by a council, which is elected for a term of three years. A municipal council must consist of not less than six nor more than fifteen aldermen, and a shire council of not less than six nor more than nine councillors, each riding being represented by an equal number of councillors. Each municipal council elects a mayor annually from amongst its members, and each shire council a president. A council may pay to its members reasonable out-of-pocket expenses for travelling, and may pay an allowance to its mayor or president. Every adult natural-born or naturalised British subject of either sex is qualified to be an elector, provided he or she is either a landowner, a rate-paying lessee, or has been continuously for the preceding three months an occupier of ratable land of the yearly value of £5 or upwards, or of land by virtue of a miner's right or business license, or is in occupation of Crown land and pays rents, or is a returned soldier or sailor. Unless disqualified by the Act, every elector is qualified for a civic office. The powers of the councils are extensive; they were stated in detail in the 1921 issue of the Year Book at page 332.

A municipality may be proclaimed as a city if it is an independent centre of population with an average population of at least 20,000 people and an average income of at least £20,000.

In the shires, urban areas may be established upon proclamation by the Governor if the majority of the electors in the locality favour the project. In such cases the council of the shire exercises within each urban area the powers of the council of a municipality. Except in the shires of Hornsby, Sutherland, Ku-ring-gai, and Warringah, urban committees may be appointed to exercise within the areas certain powers of the council, and to expend money raised by a local rate levied by the council upon the request of the urban committee.

Provision is made for joint action by local governing bodies in regard to undertakings of magnitude or those which benefit more than one area. For such purposes county councils may be constituted in terms of the Local Government Act, or joint committees may be arranged under the

ordinances. In some cases boards or trusts have been constituted under special Acts to conduct operations which are regarded usually as belonging to the sphere of local government. A brief description of their activities is given later.

Any group of local areas or of parts thereof may be constituted by proclamation as a county district, in which a county council, consisting of delegates from the areas concerned, exercises such powers as may be delegated to it. Where powers relating to the destruction of aquatic pests have been delegated, the county council may be assisted by subsidies from Consolidated Revenue, if the funds be voted by Parliament. The subsidies are payable in six half-yearly instalments, viz., for the first and second half-years, £1 for every £1 of revenue collected for the destruction of aquatic pests; for the third and fourth half-years respectively, 15s.; for the fifth and sixth, 10s.

Legislation was passed in 1924 to facilitate the formation of country councils by a large number of local areas; the special objective being the formation of a county council by forty-two municipalities and shires in the northern part of the State for the purpose of carrying out a hydro-electric scheme at Jackaradgery.

At the end of the year 1923 three country districts had been established. The St. George county district embraces the municipalities of Bexley, Hurstville, Kogarah, and Rockdale. It was formed for the purpose of establishing an electric lighting service. Details of its operations are shown on page 318.

The Richmond River County District consists of the municipalities of Ballina, Casino, Coraki, and Lismore, and the shires of Byron, Copmanhurst (part only), Gundurimba, Kyogle, Terania, Tintenbar, Tomki, and Woodburn. It was established for the eradication of the water hyacinth pest, but no details of the financial transactions are yet available.

The Clarence River County District was incorporated by the municipalities of Grafton, South Grafton, and Ulmarra, and the shires of Copmanhurst (part only), Nymboida, and Orara. It was constituted principally for the purpose of carrying out the Nymboida hydro-electric scheme, and the works are under construction. Up to the end of 1923 a sum of £32,609 had been expended, and at the close of the year the liabilities were £36,312, viz., loan and interest £36,159, and sundry creditors £153; and the assets included works, etc., £32,610, office building and furniture £575, and bank balance £3,127.

A joint committee has been appointed under a Local Government ordinance to make arrangements for the maintenance, repair, etc., of the portion of the Parramatta-road which lies within the suburban municipalities of Petersham, Leichhardt, and Annandale.

Irrigation Areas.

Under the Irrigation Holdings (Freehold) Act, 1924, the Governor may constitute any irrigation area or portion thereof as a municipality or shire, or may add the whole or a portion of an irrigation area to any adjoining municipality or shire. Thereupon the Irrigation Commission may transfer to the control of the Council by mutual agreement any works which are ordinarily local government works, and in default of agreement may carry on such works and perform the related services pending the decision by arbitration under the Arbitration Act, 1902.

Pending the constitution of an irrigation area or portion thereof as a municipality or shire the Commission may make and levy general, special, or local rates on land within the area, and may impose charges as prescribed for other local government services.

Extent of Local Government.

Prior to 1906, when the shires were constituted, the extent of the local governing areas was only 2,830 square miles. At the end of 1923 the incorporated area was about 183,950 square miles, or nearly 60 per cent. of the total area of the State (309,432 square miles). The population in municipalities and shires, as at 31st December, 1923, was 2,196,570, or 99 per cent. of the total population. The area, population, and unimproved capital value of ratable property in the incorporated areas are stated below, the particulars for the metropolitan and country districts being shown separately. The figures include the area and population of the Murrumbidgee Irrigation Area, though it is administered by the Commissioner for Water Conservation and Irrigation, and is not within the jurisdiction of any local governing body. The area of the country shires, as stated in the table, includes also 28 square miles of Federal territory at Jervis Bay.

Local Areas.	Area.	Population.	Unimproved Capital Value.
Metropolitan Area—	acres.	No.	£
City of Sydney	3,327	109,970	36,918,354
Suburbs (including Kuring-gai Shire) ..	114,972	871,430	64,112,104
Total, Metropolis	118,299	981,400	101,030,458
Extra-Metropolitan	329,878	114,100	10,284,545
Total, Metropolitan*	448,177	1,095,500	111,315,003
Country—			
Municipalities	1,681,597	468,900	29,676,335
Shires	115,615,360	632,170	131,542,113
Total, Country	117,296,957	1,101,070	161,218,448
Grand Total	117,745,134	2,196,570	272,533,451

* Schedule IV, Local Government Act, 1919.

The improved capital value of ratable property in the City of Sydney as at 31st December, 1923, was £107,239,980, and the assessed annual value £4,825,797. In the municipalities included in the metropolitan area, as defined by Schedule IV of the Local Government Act, the improved capital value was £186,901,686, and the assessed annual value £13,897,398. In the country municipalities the improved value was £87,201,759, and annual value £6,556,999. Similar particulars are not available for the shires.

The financial position of the municipalities and shires on the same date was as follows:—

Local Areas.	Total Revenue.			Total Expenditure.	Total Liabilities.	Total Assets.
	Rates Levied.	Other.	Total.			
Metropolitan Area—	£	£	£	£	£	£
City of Sydney	788,072	1,780,285	2,568,357	2,371,043	15,401,023	15,845,841
Suburbs (including Kuring-gai Shire)	1,343,548	446,733	1,790,281	1,912,461	1,994,540	1,342,856
Total, Metropolis	2,131,620	2,227,018	4,358,638	4,283,504	17,395,573	17,188,697
Extra-Metropolitan	203,054	75,826	278,880	285,239	407,577	378,779
Total, Metropolitan*	2,334,674	2,302,844	4,637,518	4,568,743	17,803,150	17,567,476
Country—						
Municipalities	811,639	869,124	1,680,763	1,550,995	3,380,387	4,726,030
Shires	1,021,303	490,938	1,512,241	1,474,980	482,178	889,714
Total, Country	1,832,942	1,360,062	3,193,004	3,025,975	3,862,565	5,615,744
Grand Total	4,167,616	3,662,906	7,830,522	7,594,718	21,665,715	23,183,220

* Schedule IV, Local Government Act, 1919.

Similar particulars of the operations of individual councils are published annually in the Statistical Register of New South Wales.

VALUATION OF PROPERTY IN LOCAL AREAS.

The revenue of local governing bodies is derived mainly from the taxation of land and improvements thereon. The rates of taxation are fixed in proportion to the value, therefore it is necessary that periodic valuations be made of all ratable property. The Acts relating to local government prescribed that the valuations must be made at intervals not exceeding three years, and prior to the enactment of the Valuation of Land Act in 1916 the valuations were made by valuers appointed by the councils. This system was in operation for many years without any centralised control to secure uniformity, but the Act of 1916 made provision for the valuation of the lands of the State by one authority, and a Valuer-General was appointed. The Act prescribes that rates and taxes based on land values must be levied on the values determined by the Valuer-General, and when he has delivered a valuation list the power of council to assess values ceases. A council may, however, ask the Valuer-General to revalue any land which it considers has not been correctly valued, and pending action by the Valuer-General the valuations are made by local assessors as formerly.

An important alteration was made in the Local Government Act, 1924, which provides that the council of a shire other than the Blue Mountains Shire, or any shire wholly or partly within the County of Cumberland, may decide whether the valuation is to be made by the Valuer-General under the Valuation of Land Act, 1916, or by a valuer appointed by the council in accordance with Schedule III of the Local Government Act, 1919.

In municipalities the valuation of the unimproved capital value, the improved capital value, and the assessed annual value of ratable property is compulsory. In the shires the law requires the valuation of the unimproved capital value only, the collection of the improved capital value and of the assessed annual value being optional, except in urban areas, in which the assessed annual value must be determined.

The unimproved capital value is defined as the amount for which the *fee-simple* estate in land could be sold under such reasonable conditions as a *bona-fide* seller would require, assuming that the actual improvements had not been made.

The improved capital value is the amount for which the *fee-simple* estate of the land, with all improvements and buildings thereon, could be sold.

The assessed annual value is nine-tenths of the fair average rental of land, with improvements thereon, but must not be less than 5 per cent. of the improved capital value.

The unimproved capital value of mines may be ascertained at the direction of the council, upon the basis of the output, as follows:—

- (1) *Coal and Shale Mines*.—A sum equal to 3s. per ton of large coal and shale, and 1s. 6d. per ton of small coal, on the average annual output during the preceding three years.
- (2) *Other Mines*.—A sum equal to 20 per cent. of average annual value of ore or mineral won during the preceding three years.

In the case of idle or undeveloped mines the unimproved capital value is arrived at by multiplying the annual rental, if any, by twenty.

All lands, including areas vested in the Railway Commissioners and the Sydney Harbour Trust, are ratable, except the following:—Lands used for public cemeteries, commons, reserves, libraries, hospitals, benevolent institutions, charities, or for the University of Sydney or a college thereof; Crown lands which are not occupied or are occupied only by public works in course of construction; land occupied by churches or places for public worship; and public roads, streets, wharves, etc.

In the following table are shown, in similar groups to those on page 294, the aggregate valuations of ratable property in local governing areas for the year 1923, together with a comparison of the unimproved values and the value of improvements. To complete the information for the whole State estimates are given regarding the unincorporated lands in the Western Division, and in the Murrumbidgee Irrigation Area:—

Division.	Unimproved Value of Land.			Value of Improvements.		
	Total.	Per Head.	Per Acre.	Total.	Per Head.	Per Acre.
	£	£	£ s. d.	£	£	£ s. d.
Sydney—City ...	36,918,000	336	11,096 9 8	70,321,000	639	21,136 9 2
Suburbs* ...	64,112,000	74	557 12 8	118,598,000	136	1,031 10 9
Metropolis ...	101,030,000	103	879 16 6	188,919,000	193	1,645 4 2
Extra-Metropolitan	10,285,000	90	31 3 7	14,377,000	126	43 11 8
Total, Metropolitan	111,315,000	102	248 7 6	203,296,000	186	453 12 2
Country—Municipalities	29,676,000	63	17 11 9	57,525,000	123	34 1 11
Shires ...	131,542,000	212	1 2 9	131,542,000	212	1 2 9
Total Incorporated Areas	272,533,000	125	2 6 6	392,363,000	180	3 6 10
Western Division (part unincorporated) ...	16,100,000	1,116	0 4 0	9,000,000	624	0 2 3
Murrumbidgee Irrigation Area ...	2,000,000	170	5 11 5	1,500,000	128	4 3 7
Total, whole State	290,633,000	131	1 9 5	402,863,000	182	2 0 8

* Including Kuring-gai Shire.

† Partly Estimated.

‡ Estimated.

The wide extent of local government has provided assessments of land values so comprehensive as to embrace practically the whole of the occupied lands of the State, and these provide a satisfactory basis for measuring the value of landed property in New South Wales.

Value of Ratable Property in Municipalities.

A comparative summary of the unimproved and improved capital values and the assessed annual value of ratable property in municipalities, as in 1913 and 1923, is shown in the following statement. The exclusion of the shires causes the figures for the metropolitan areas to differ from those shown in the preceding tables.

Municipalities.	1913.			1923.		
	Unimproved Capital Value.	Improved Capital Value.	Assessed Annual Value.	Unimproved Capital Value.	Improved Capital Value.	Assessed Annual Value.
	£	£	£	£	£	£
City of Sydney...	23,837,157	64,080,440	2,753,408	36,918,354	107,239,980	4,825,797
Suburbs...	28,240,971	73,714,823	5,156,640	60,984,924	174,364,307	13,061,104
Metropolis ...	52,078,128	137,795,263	7,940,048	97,903,278	281,604,287	17,886,901
Extra-Metropolitan	1,684,429	3,928,816	265,326	4,561,734	12,537,379	836,294
Total, Metropolitan	53,762,557	141,724,079	8,205,374	102,465,012	294,141,666	18,723,195
Country ...	19,122,697	46,522,655	3,271,020	29,676,335	87,201,759	6,556,999
Total Municipalities	72,885,254	188,246,734	11,476,394	132,141,347	381,343,425	25,280,194

The ratio of assessed annual value to improved capital value was 6·1 per cent. in 1913, and 6·6 per cent. in 1923; and as the assessed annual value is nine-tenths of the actual annual value, the proportions per cent. of annual value to improved value were 6·8 per cent. in 1913, and 7·3 per cent. in 1923.

The relative increases during the ten years from 1913 to 1923 were as follows:—

Municipalities.	Increase per cent.		
	Unimproved Capital Value.	Improved Capital Value.	Assessed Annual Value.
City of Sydney	54·9	67·4	75·3
Suburbs	115·9	136·5	151·8
Metropolis	88·0	104·4	125·3
Extra-Metropolitan	170·8	219·1	215·2
Total Metropolitan	90·6	107·5	128·2
Country	55·2	87·4	100·5
Total Municipalities	81·3	102·5	120·3

The value of improvements in the years 1913 and 1923, ascertained by deducting the unimproved from the improved values is shown in the following statement, and it will be seen that very great increases have occurred in all divisions,—

Municipalities.	Value of Improvements.		
	1913.	1923.	Increase.
Sydney—	£	£	per cent.
City	40,243,283	70,321,626	74·7
Suburbs	45,473,852	113,379,383	149·3
Metropolis	85,717,135	183,701,009	114·3
Extra-Metropolitan	2,244,387	7,975,645	255·4
Total, Metropolitan	87,961,522	191,676,654	117·9
Country	27,399,958	57,525,424	109·9
Total Municipalities	115,361,480	249,202,078	116·0

The proportionate increase in the unimproved capital value was highest in the extra metropolitan area, and lowest in the city of Sydney. The same areas show also the highest and the lowest ratios in respect of the improved capital value and assessed annual value respectively.

The ratio to the assessed annual value to the improved capital value in the suburban and country municipalities was 7·5 per cent. The highest

proportion to the unimproved capital value occurred in the country municipalities, viz., 22·1 per cent. The corresponding rates for the City of Sydney were only 4·5 per cent. and 15·1 per cent., the average for all the municipalities being 6·6 per cent. and 19·1 per cent. respectively.

Municipalities.	Assessed Annual Value.		Ratio of Assessed Annual Value to --			
			Improved Capital Value.		Unimproved Capital Value.	
	1913.	1923.	1913.	1923.	1912.	1923.
	£	£	per cent.	per cent.	per cent.	per cent.
City of Sydney	2,753,408	4,825,797	4·3	4·5	11·6	13·1
Suburbs	5,186,640	13,061,104	7·0	7·5	18·4	21·4
Metropolis	7,940,048	17,886,901	5·8	6·4	15·2	18·3
Extra-Metropolitan	265,326	836,294	6·8	6·7	15·8	18·3
Total, Metropolitan	8,205,374	18,723,195	5·8	6·4	15·3	18·3
Country	3,271,020	6,556,999	7·0	7·5	17·1	22·1
Total Municipalities	11,476,394	25,280,194	6·1	6·6	15·7	19·1

During the period shown above, the rate of assessed annual value to the unimproved capital value increased in all the divisions. Compared with the improved capital value, the rate increased slightly in all the groups except the extra-metropolitan area.

Value of Ratable Property in Shires.

It is not possible to give the improved capital value, or the assessed annual value of land in shires, as the shire councils are not compelled to make those valuations, and only a few record them.

The unimproved capital value of ratable property in shires in each year from 1913 to 1923 is shown below.

Year.	Unimproved Capital Value.	Year.	Unimproved Capital Value.
	£		£
1913	99,452,000	1919	110,881,000
1914	103,451,000	1920	120,872,000
1915	104,746,000	1921	130,834,000
1916	105,698,000	1922	135,381,000
1917	107,695,000	1923	140,392,000
1918	109,133,000		

Between 1913 and 1923 the unimproved capital value of ratable property in the shires increased by £40,940,000, or by 41·2 per cent. As the area embraced remained practically unchanged, this represents approximately the assessed increment of rural land values in the period.

Valuations by the Valuer-General.

Up to the end of the year 1924 valuations had been completed by the Valuer-General in sixty-nine municipalities and in twelve shires. All the districts in the metropolitan area had been valued except the City of

Sydney, the municipalities of Newtown, Petersham, Ryde, Waterloo, and Parramatta, and the shire of Warringah. A summary of the results is shown below:—

District.	Municipalities.				Shires.			
	Number.	Unimproved Capital Value.	Improved Capital Value.	Assessed Annual Value.	Number.	Unimproved Capital Value.	Improved Capital Value.	Assessed Annual Value.
Metropolitan	42	£000 67,089	£000 196,013	£000 15,125	3	£000 7,769	£000 18,778	£000 1,146
Country	27	13,837	37,060	2,636	9	13,773	28,180	1,488
Total to 31st December, 1924 ..	69	80,866	233,073	17,761	12	21,542	46,958	2,634

TAXATION BY LOCAL GOVERNING BODIES.

The total revenue collected in 1923 by all the local governing bodies from rates and charges amounted to £6,234,150, equal to £2 16s. 9d. per head of the population residing in the taxable districts. This amount includes rates collected by the municipalities, £2,993,133; rates collected by shires, £1,174,484, and rates collected by the various Water and Sewerage Boards referred to later, £2,066,533. The distribution of the total amount is as follows:—

Local Bodies.	General Rates.	Special and Lean Rates.	Total.	Per head of population living in local areas.
	£	£	£	£ s. d.
Municipalities (including City of Sydney)	2,457,429	535,704	2,993,133	1 19 9
Shires	1,052,181	122,303	1,174,484	1 13 0
Metropolitan water and sewerage charges	1,861,637	...	1,861,637	1 9 8
Hunter District water and sewerage charges.	199,348	...	199,348	1 7 0
Grafton and South Grafton Water Board	5,548	...	5,548	0 18 2
Total	£ 5,576,143	£53,037	6,234,150	2 16 9

The corresponding total amounts per head of population in 1911 and 1916 were £1 6s. and £1 15s. 4d. respectively.

A comparative statement of the total and *per capita* local government rates and charges imposed in each of the last five years will be found on pages 184 and 185 of this Year Book, where they are considered in relation to the total taxation imposed in the State.

City of Sydney Ratings.

Under the provisions of the Sydney Corporation Act of 1902 the assessment of property in the city for the purpose of levying rates was according to a fair average annual rental, with a deduction for outgoings not exceeding 10 per cent., the average annual value of unoccupied land being a sum not exceeding 6 per cent. of its capital value. The council was empowered to levy a city rate not exceeding 2s. in the £ to cover general expenditure, exclusive of lighting. The Act provided for special local rates not exceeding 6d. in the £ of annual value for any work for the particular benefit of a locality, but only if two-thirds of the ratepayers of the locality petitioned for such work. Authority was given also for a rate payable by tenants or owners of buildings in any streets to cover the cost of watering.

In 1908 provision was made for levying a general rate of not less than 1d. in the £ on the unimproved capital value of ratable property on the condition that when the rate was imposed the land tax levied by the State

Government would be suspended. This rate was additional to those under the Act of 1902 and it was prescribed that the total amount leviable under both Acts should not exceed the amount which would be yielded by a rate of 3d. in the £ on the unimproved capital value and 2s. in the £ on the assessed annual value.

In 1916 the law was amended to enable the City Council to adopt the principle, embodied in the Local Government Act of 1906, of levying rates for general expenditure upon the unimproved value. The maximum rate was fixed at 6d. in the £. The exemption from rating was removed from Crown lands, and the council was authorised to collect rents in respect of gas and hydraulic mains, etc., in the streets, which cannot be assessed on the basis of unimproved value.

The following table shows the rates struck in the £, and the total amounts levied in the last eight years. Information for earlier periods was given in the 1922 issue of this Year Book at page 341.

Year.	City Fund.		Year.	City Fund.	
	Rate struck in the £. on u.c.v.	Total Amount Levied.		Rate struck in the £. on u.c.v.	Total Amount Levied.
	pence.	£		pence.	
1916	4	520,537	1920	4½	623,766
1917	3½	455,040	1921	5	747,656
1918	3½	465,988	1922	4½	729,096
1919	4½	587,376	1923	4½	713,018

In 1923 a rate of ½d. in the £ on the unimproved capital value was levied in respect of the Sydney Harbour Bridge; the amount, £75,504, is payable into a special account in the State Treasury and is not included in the figure shown above.

Suburban and Country Ratings.

Suburban and country municipalities may levy rates of four kinds, viz., general, special, local, and loan rates. A general rate of not less than 1d. in the £ must be levied on the unimproved capital value, but if this minimum rate is more than sufficient to meet requirements the Governor may allow the council to levy a lower rate. The maximum amount leviable in a municipality is limited as follows:—(a) For the general rate alone—the amount yielded by a rate of 2d. in the £ on the unimproved capital value and 1s. 6d. on the assessed annual value taken together; (b) the total of all rates (except water, local, and sewerage local rates) the yields of 2d. on the unimproved capital value and 2s. on the assessed annual value; (c) water local rate alone or sewerage local rate alone, the yield of 2s. in the £ on assessed annual value. A general rate exceeding 3d. in the £ on unimproved capital value may not be levied upon a mine worked for minerals other than coal or shale. In special cases where the limit of a rate as stated above is less than the amount required for the purpose of the rate the Governor may alter the limit by proclamation.

In 1923 the general rates levied in the metropolitan municipalities ranged from 3d. to 6d., and in the country from 1d. to 12d.

Of the suburban councils twenty-one levied general rates between 4d. and 5d., fourteen between 5d. and 6d. In the country the highest proportion levied 4d. to 5d., the next in order being 6d. to 7d. The councils which levied over 6d. in the £ during 1923 were Blayney, Coonamble, Manilla, Molong, Narromine, Wallsend, and Young, each 6½d.; Cooma, Deniliquin, 6¾d.; Orange 6¾d.; Goulburn, Moree, Mudgee, and Singleton, 7d.; Bathurst, Braidwood, and Hay, 7½d.; Carcoar, Murrumburrah, Narrabri West,

Scone, and Wentworth, 8d.; Broken Hill, 8½d.; Cobar, 9d.; Murrurundi, 10½d.; Bourke and Wilcannia, 12d. These rates are exclusive of the amounts levied on mines.

The first year in which the general rate was levied on the unimproved capital value was 1908, and a comparison of the general rate struck for various years since then is shown below.

The figures for the suburban municipalities includes all those in the metropolitan district as defined by Schedule IV of the Local Government Act of 1919:—

General Rate.	Number of Municipalities.							
	1908.		1916.		1921.		1923.	
	Subur- ban.	Coun- try.	Subur- ban.	Coun- try.	Subur- ban.	Coun- try.	Subur- ban.	Coun- try.
1d. under 2d.	4	28	2	21	..	5	...	3
2d. „ 3d.	11	36	5	28	1	9	...	12
3d. „ 4d.	21	38	18	41	7	18	11	18
4d. „ 5d.	9	26	19	29	20	33	21	32
5d. „ 6d.	3	9	3	16	18	28	14	25
6d. „ 7d. ... ..	...	2	...	4	1	23	1	28
7d. „ 8d. ... ..	...	2	...	1	...	11	...	7
8d. „ 9d. ... ..	...	...	...	1	...	6	...	6
9d. and over ... ..	...	1	...	1	...	3	...	4
Total	48	142	47	142	47	136	47	135*
Amount of General Rates levied £	547,110		954,340		1,508,332		1,744,411	

*Excludes Hillgrove, amalgamated with a shire in 1924.

There has been a tendency towards higher rating, particularly in the country municipalities, where the rise in assessed value of ratable property has been less than in the suburbs.

One hundred and twenty-five municipalities levied special, local, and loan rates on the unimproved capital value in 1923, ranging from ½d. to 13½d. in the £, and twenty on the improved capital value, ranging from ½d. to 3d. in the £. Including the Sydney Harbour Bridge rate, the amount of such rates levied in 1923 was £460,650.

Shire Ratings.

In the shires the kinds of rates which may be levied are similar to those in municipalities. They are levied upon the unimproved capital value except in a few cases where a small special rate has been imposed on the improved value. The minimum general rate is the same as in the municipalities and the maximum amounts leviable are as follows:—(a) For the total of the general rate only—the sum yielded by a rate of 2d. in the £ on the unimproved capital value of all ratable land in the shire; (b) for the total of all rates in urban areas (other than general, water local, and sewerage local) the yield of 2s. in the £ on the assessed annual value of ratable land in the urban area; (c) the total of water local alone or sewerage local alone, the yield of 4d. in the £ on assessed annual value. As in municipalities the limits may be altered by proclamation if after inquiry it appears that the limit is less than is needed for the purposes of the rate.

The number of shires and the general rates levied in various years since 1907 are shown in the following table:—

General Rate in £.	Number of Shires.				
	1907.	1911.	1920.	1921.	1923.
d.					
$\frac{1}{2}$	1	1	...	...	...
$\frac{1}{4}$	1	3	2	...	...
$\frac{3}{4}$	3	2	1	1	3
$\frac{1}{8}$	...	...	2	...	...
$\frac{1}{4}$	104	64	14	13	11
$\frac{1}{8}$	...	3	...	...	1
$\frac{1}{4}$	10	23	8	8	5
$\frac{1}{8}$	...	1	1	1	1
$\frac{1}{4}$	12	22	13	12	15
$\frac{1}{8}$	...	1	...	1	...
$\frac{1}{4}$	...	...	8	7	9
2	3	14	87	83	76
$2\frac{1}{4}$	...	...	...	...	1
$2\frac{1}{2}$	...	...	...	4	4
$2\frac{3}{4}$	...	...	...	...	1
3	...	...	...	6	9
Total ...	134	134	136	136	136
Amount of General Rate levied £	358,751	461,971	818,361	959,446	1,052,181

The tendency towards higher taxation is very marked, as in 1907 only 25, or 18·7 per cent. of the shires imposed a general rate exceeding 1d., and 109 or 81·3 per cent. imposed a rate of 1d. or less, whereas in 1923 no fewer than 76, or 56 per cent., levied the maximum general rate of 2d. in the £, and 15 councils took advantage of the special provisions of the Act, and after inquiry were allowed to levy rates beyond that amount.

The general rates levied in 1923 and the unimproved capital value of the shires were as follow:—

General Rate in £.	No. of Shires.	Unimproved Capital Value.
d.		£
$\frac{3}{4}$	3	3,465,635
1	11	18,480,919
$1\frac{1}{8}$	1	835,259
$1\frac{1}{4}$	5	6,065,516
$1\frac{3}{8}$	1	1,859,203
$1\frac{1}{2}$	15	18,146,989
$1\frac{3}{4}$	9	11,755,418
2	76	62,960,968
$2\frac{1}{4}$	1	1,340,576
$2\frac{1}{2}$	4	4,019,645
$2\frac{3}{4}$	1	618,585
3	9	10,843,391
Total ...	136	140,392,104

On 45 per cent of the ratable property in shires the general maximum rate of 2d. in the £ was levied in 1923, and 12 per cent. was subject to even higher rates.

In addition to the general rates, additional general, special, local, or loan rates were levied by sixty-one shires. They ranged upwards from $\frac{1}{20}$ d in the £, the highest being 10 $\frac{1}{2}$ d. in the £.

The purposes for which these special, local, and loan rates were imposed were:—Roads and street improvements and maintenance, kerbing and guttering, water supply, drainage, electricity, street lighting, street watering, sanitary and garbage, parks, fire brigade, destruction of noxious weeds, foreshores improvement, town improvements, and payment of interest, etc. on loans current.

The total amount of general and additional general rates levied was £1,052,181, equal to an average rate of 1·80 in the £, and the special and local rates, including the Sydney Harbour Bridge rate, amounted to £122,303, equal to an average rate of 0·21d. in the £ on the unimproved value of land. These amounts represent the rates actually levied in respect of the year 1923, and do not agree with the amount shown later, the difference being due to the inclusion of interest on rates in arrears.

FINANCE OF LOCAL GOVERNING BODIES.

Expenditure and Income.

A summary of the expenditure and income of all municipalities and shires is shown below for the year 1923:—

Particulars.	City of Sydney.	Other Municipalities.	Shires.	Total.
Expenditure.				
General Fund—	£	£	£	£
Administration	90,449	216,376	158,362	465,187
Works	131,600	1,577,832	1,268,550	2,977,982
Health Administration...	204,714	495,423	104,437	804,574
Public Services	121,585	263,252	31,526	416,363
Municipal or Shire Property	80,671	56,679	7,041	144,391
Miscellaneous	482,967	110,790	20,327	614,084
Trading Accounts	1,259,057	468,121	29,829	1,757,007
Special and Local Funds ... ..	...	313,381	101,886	415,267
Total Expenditure	2,371,043	3,501,854	1,721,958	7,594,855
Income.				
General Fund—	£	£	£	£
General Rates (inc. Interest, etc.)	752,067	1,767,534	1,064,842	3,584,443
Government Assistance ... ..	...	71,787	317,465	389,252
Other	463,471	814,488	176,305	1,454,264
Trading Accounts	1,352,819	553,163	43,913	1,949,895
Special and Local Funds ... ..	...	338,944	113,634	452,578
Total Income	2,568,357	3,545,916	1,716,159	7,830,432

From the above figures it will be seen that there was a surplus of £197,314 in the City accounts, and of £44,062 in other municipalities, while the shires show a deficit of £5,799, the net result being a surplus of £235,577 for all councils.

City of Sydney Finances.

Though the City Council conducts its affairs under the Sydney Corporation Acts and is not bound by the provisions of the Local Government Acts, its accounts in recent years have been kept in the same manner as those of other local bodies.

The rates and other city revenues are paid into, and the expenses not otherwise provided for are defrayed out of the City Fund. Receipts and disbursements relating to the public markets, and to resumptions of land, etc., are recorded separately, but these accounts are subsidiary to the City

Notwithstanding the large loan indebtedness the assets exceeded the liabilities by £444,808, and it should be noted that the debentures included £4,968,564 borrowed in connection with electric lighting, £3,144,037 for resumptions, and £973,923 for public markets. As the proceeds of such loans have been spent on reproductive municipal works, the undertakings referred to should provide the annual interest charges and sinking fund contributions, but they were not self-supporting in 1923. Landed properties, baths, etc., which comprise about 44 per cent. of the assets, include such large items as public markets, £1,454,106; town hall, etc., £876,543; resumptions, £3,176,248; electric light, land, and buildings, £884,512. The accumulated sinking fund was £1,326,659, as against a debenture debt of £10,514,324.

Progress of City of Sydney.

The following table shows the progress of the City of Sydney since 1919:—

Particulars.	1919.	1910.	1921.	1922.	1923.
Area ... Acres	3,327	3,327	3,327	3,327	3,327
Population ... No.	112,110	111,070	110,220	109,970	109,970
	£	£	£	£	£
Unimproved Capital Value	31,831,054	33,077,620	35,887,412	36,838,607	36,918,354
Improved Capital Value ...	82,808,760	84,580,400	99,647,060	103,667,740	107,239,980
Assessed Annual Value ...	3,726,395	3,806,118	4,484,118	4,665,048	4,825,797
City Fund—					
Income—Rates ...	587,809	624,083	747,654	729,096	730,675
Other sources	115,379	155,285	185,460	194,970	234,357
Total ...	703,188	779,368	933,114	924,066	1,015,032
Expenditure ...	609,739	717,138	804,269	795,984	809,871
Public Markets Fund—					
Income ...	103,977	110,306	108,200	105,683	113,097
Expenditure ...	99,082	105,876	111,101	111,542	118,310
Resumption Account—					
Income ...	75,667	78,672	81,870	76,183	87,409
Expenditure ...	163,589	170,527	176,548	178,761	183,805
Electricity Works Fund—					
Income ...	600,978	756,512	944,969	1,242,922	1,352,819
Expenditure ...	581,867	754,431	968,717	1,101,569	1,259,057
All Funds—					
Total Income ...	1,483,810	1,724,858	2,068,153	2,348,854	2,568,357
Total Expenditure ...	1,454,277	1,747,972	2,060,635	2,187,856	2,371,043
Excess of Income ...	29,533	(—)23,114	7,518	160,998	197,314
All Funds—					
Liabilities ...	11,122,589	12,243,384	13,190,947	15,037,651	15,401,033
Assets ...	11,578,854	12,714,012	13,652,090	15,496,718	15,845,841
Excess of Assets ...	456,265	470,628	461,143	459,067	444,808
Loans outstanding ...	7,464,170	7,997,690	9,341,742	10,378,813	10,514,324
Sinking Fund ...	827,028	933,544	1,045,868	1,190,587	1,326,659

(—) Denotes excess of Expenditure.

The foregoing figures show that during the period under review the unimproved capital value increased by 16 per cent., the improved capital value by 30 per cent., and the assessed annual value by 30 per cent. The total receipts were 73 per cent. higher in 1923 than in 1919, while the

expenditure increased by 63 per cent. The total liabilities were larger by 38 per cent., and the assets by 37 per cent., the balance sheet showing an excess of assets amounting to £444,808 in the year 1923. Comparing the loans outstanding, the total increased by 41 per cent., and the sinking fund by 60 per cent. The position of the last mentioned fund is very favourable, as in 1919 it represented 10·8 per cent. of the indebtedness, while in 1923 the ratio had risen to 12·6 per cent.

COUNTRY AND SUBURBAN MUNICIPALITIES' FINANCES.

The Local Government Act, 1919, prescribes that there must be a general fund in each area, to which must be paid the proceeds of all general and additional general rates, loans, moneys received as grants or endowment from the Government, and miscellaneous income not required by law to be carried to other funds. The expenditure from the general fund must be on administration, health, roads, other public services, and repayment of loans.

There must be a special fund for each special rate levied, and for each work or service conducted by the Council in respect of which the special rate has been made, and the fund may be used only for the purposes of such work or service. A local fund also must be kept for each local rate levied, with restrictions similar to those in the case of the special funds, and the expenditure of the local fund is confined to works in the specified portion of the area.

A trading fund must be kept in respect of each trading undertaking conducted by the Council, into which all moneys received, whether from rates or other sources, loans, transfers, etc., must be paid, and a separate account must be kept. The fund may be applied only to the maintenance of the works, payment of interest and principal of loans, or other purposes incidental to the working of the undertaking.

All loan proceeds must be administered by the service to which they relate, and cannot be transferred from one fund to another, except by authority of the Minister.

The revenue of special and local funds must provide the money to meet not only the ordinary cost of maintaining the services, but also the obligations of the corresponding loan funds.

In addition to the above-mentioned funds, there must be a trust fund, which consists of receipts from the Government pending transfer to appropriate funds, deposits from contractors, etc., and any other amounts held in trust by the Council.

According to the ordinances under the Act, accounts must be "Income and Expenditure Accounts," kept by double entry, and each "fund" must have a separate banking account. Thus there is shown for each general, special, local, or trading fund a revenue account, or profit and loss account, giving the total expenditure chargeable for the period, whether paid or unpaid, and the total income for the same period, whether received or outstanding. A balance-sheet also is required for each fund with appropriate liabilities and assets, and aggregate balance-sheets and revenue accounts must be published. Only "realisable" assets may be shown, so that roads, bridges, drains, and other constructive works are excluded.

In the following tables the municipalities classified as metropolitan are those included in the area defined in Schedule IV of the Local Government Act of 1919, and the figures relating to municipalities for 1914 have been reclassified for the purpose of comparison.

In comparison with the transactions in the year 1914, there were considerable increases in the transactions of the general fund, and only a slight increase in respect of the special and local funds. This is due to the application of the Local Government Act of 1919, under which the loan funds and many special and local funds were absorbed by the general fund.

Expenditure.

The gross expenditure during 1923 by the various municipalities under the Local Government Act amounted to £3,501,854, which was £44,062 less than the income. The following statement shows the expenditure allocated to the various funds in 1914 and 1923:—

Funds.	1914.			1923.		
	Metro- politan (exc. City of Sydney)	Country.	Total.	Metro- politan (exc. City of Sydney)	Country.	Total.
General Fund—	£	£	£	£	£	£
Administrative ex- penses	60,736	55,348	116,084	117,304	99,072	216,376
Public Works	422,617	213,158	635,775	1,185,376	392,456	1,577,832
Health Adminis- tration	77,061	36,310	113,371	260,064	235,359	495,423
Public Services	99,098	42,720	141,818	177,574	85,678	263,252
Municipal Property	25,087	30,205	55,292	35,551	21,128	56,679
Miscellaneous	16,435	16,017	32,452	87,920	22,870	110,790
	701,034	393,758	1,094,792	1,863,789	856,563	2,720,352
Trading Accounts	66	91,443	91,509	31,594	436,527	468,121
Special and Local Funds	61,832	240,164	301,996	55,479	237,902	313,381
Loan Funds	70,062	43,091	113,153	...	...	...
Gross Expenditure	832,994	768,456	1,601,450	1,950,862	1,550,992	3,501,854

The greatest expenditure was naturally from the general funds, which now include the loan funds, and in 1923 accounted for 78 per cent. of the total. The trading concerns of the municipalities are gas and electricity. The special and local funds relate to water supply, sewerage, sanitary and garbage, street-watering, street-lighting, footpaths, guttering, drainage, fire brigades, parks and reserves, and other miscellaneous matters.

The proportion of each class to the total expenditure and the rates per head of population in municipalities were as follows:—

Head of Expenditure.	1914.		1923.	
	Proportion to Total.	Per Head of Population.	Proportion to Total.	Per Head of Population.
	per cent.	£ s. d.	per cent.	£ s. d.
General Fund	68·4	1 0 2	77·7	1 19 0
Trading Accounts	5·7	0 1 8	13·4	0 6 8
Special and Local Funds	18·8	0 5 7	8·9	0 4 6
Loan Funds	7·1	0 2 1	.....	.....
Total	100·0	1 9 6	100·0	2 10 2

In 1923, of the expenditure by municipalities from the general funds, 58 per cent. was on public works. The amount expended on the actual maintenance and construction of works of a public character, viz., roads,

streets, bridges, culverts, drains, wharves, ferries, etc., amounted to £1,441,096; of which the sum of £1,090,760 was expended by the municipalities in the metropolitan area and £350,336 in the country. The expenses of supervision, such as the salary of engineers, etc., amounted to £52,123, or 3·3 per cent. of the total amount expended on public works. Sundry expenses amounted to £84,613.

The relative cost of administration was largest in the country, being 11·6 per cent. of the total expenditure from the general funds; the Metropolitan municipalities spent only 6·3 per cent. under the same heading, and the City of Sydney, 8·1 per cent. So far as the municipalities are concerned, the figures relating to administrative expenses quoted above refer only to those payable for general purposes; other services, such as sanitary and garbage, etc., transfer their share of the administrative expenses to the general fund, and the amounts are not included in the above figures. The high relative cost of administration in the country is due to the sparse population and small revenue of many of the municipalities, as in such cases the expenses on account of salaries, etc., are larger proportionately than those in the more closely settled localities.

The trading accounts, which relate to the supply of gas or electricity, will be treated later under those headings, and the special water and sewerage funds also will be discussed separately.

Income.

The gross income in 1923 of all the municipalities brought under the provision of the Local Government Act was £3,545,916, including £71,787 received as endowments or grants from the Government. Under the same funds, as shown in the expenditure, the income in 1914 and 1923 was as follows:—

Funds.	1914.			1923.		
	Metro- politan (exc. City of Sydney)	Country.	Total.	Metro- politan (exc. City of Sydney)	Country.	Total.
General Fund—	£	£	£	£	£	£
Rates levied (including interest)	596,465	301,305	897,770	1,217,574	549,960	1,767,534
Government Endowments, etc.	745	4,371	5,116	...	...	...
Sundries (General Purposes)	13,546	7,846	21,392	41,878	16,749	58,627
Public Works*	55,127	43,127	98,254	275,826	67,388	343,214
Health Administration*	23,373	14,035	37,408	144,520	193,792	338,312
Public Services*	16,450	13,307	29,757	31,671	27,584	59,255
Municipal Property	22,042	36,155	58,197	37,629	32,719	70,348
Miscellaneous	2,794	518	3,312	14,698	1,821	16,519
	730,542	420,664	1,151,206	1,763,796	890,013	2,653,809
Trading Accounts	12	124,369	124,381	40,985	512,173	553,163
Special and Local Funds	69,493	280,082	349,575	60,372	278,572	338,944
Loan Funds	63,993	61,566	125,559	...	...	...
Gross Income	864,040	886,681	1,750,721	1,865,153	1,680,763	3,545,916

* Including Government grants.

The amount of Government assistance included in the above income in 1923 amounted to £71,787; of which £66,688 represented contributions to public works (roads, streets, bridges, etc.); £3,362 were granted for health administration, chiefly as contributions to inspectors' salaries, etc., and £1,737 for public services.

Stating the receipts from each source as a percentage of the total income, and according to population, the following results are obtained:—

Source of Income.	1914		1923.	
	Proportion to Total.	Per head of Population.	Proportion to Total.	Per head of Population.
	per cent.	£ s. d.	per cent.	£ s. d.
General Funds	65·7	1 1 2	74·8	1 18 1
Trading Accounts	7·1	0 2 4	15·6	0 7 11
Special and Local Funds	20·0	0 6 5	9·6	0 4 10
Loan Funds	7·2	0 2 4	...	...
Total	100·0	1 12 3	100·0	2 10 10

The bulk of the general fund income was received from rates, the average in 1923 for all municipalities being 66·6 per cent. Income from public works represented 12·9 per cent. of the total receipts, but about 20 per cent. of the revenue from that source was provided by the Government as grants. The next important source of income was health administration, which accounted for 12·7 per cent. of the total income, a large proportion being derived from sanitary and garbage fees.

In the suburbs, the Metropolitan Board of Water Supply and Sewerage levies charges in addition to those made by the municipalities, and reference to these is made later.

Special and Local Funds.

The expenditure and income of the Special and Local Funds in the years 1914 and 1923 are shown in the following table:—

Funds.	1914.			1923.		
	Metropolitan (exc. City of Sydney)	Country.	Total.	Metropolitan (exc. City of Sydney)	Country.	Total.
Expenditure—	£	£	£	£	£	£
Water Supply ... ..	...	84,733	84,733	274	159,864	160,138
Sewerage and Drainage	4,887	6,131	11,018	27	46,207	46,234
Sanitary and Garbage	39,553	118,818	158,371	4,025	...	4,025
Street Lighting	90	23,476	23,566	14,166	42,245	56,411
Street Watering	1,010	542	1,552	118	1,052	1,170
Roads, Streets, Footpaths, and Gutters ... ..	...	...	...	36,323	6,866	43,189
Miscellaneous	16,292	6,464	22,756	546	1,668	2,214
Total	61,832	240,164	301,996	55,479	257,902	313,381
Income—						
Water Supply ... ..	...	93,699	93,699	716	178,585	179,301
Sewerage and Drainage	5,561	6,490	12,051	...	46,603	46,603
Sanitary and Garbage	39,634	126,149	165,783	3,697	...	3,697
Street Lighting	83	25,554	25,637	16,879	42,518	59,397
Street Watering	1,221	697	1,918	68	1,055	1,123
Roads, Streets, Footpaths, and Gutters ... ..	...	...	...	37,912	7,425	45,337
Miscellaneous	15,990	34,497	50,487	1,100	2,386	3,486
Total	62,489	287,086	349,575	60,372	278,572	338,944

The water and sewerage services are the most important of those mentioned above so far as the country is concerned, the suburbs of Sydney being supplied by the Metropolitan Board of Water Supply and Sewerage.

Balance-sheet.

The following statement indicates the nature of the liabilities and assets of the municipalities as at 31st December, 1923, amounts due from one fund to another have been excluded:—

Funds.	Metropolitan (excluding City of Sydney).	Country.	Total.
	£	£	£
Liabilities—			
Sundry creditors, including Loans outstanding and interest thereon	1,741,410	1,193,880	2,935,290
Debts due to Government and interest thereon	117,214	1,970,062	2,087,276
Bank overdraft	212,847	138,559	351,406
Other (including Deposits on Contracts and unexpended portion of Government grants)	42,569	77,886	120,455
Total	2,114,040	3,280,387	5,494,427
Assets—			
Cash in hand and Bank balances	228,543	297,201	525,744
Outstanding rates and interest	124,512	146,159	270,671
Sundry debtors... ..	112,373	192,448	304,821
Furniture	26,187	30,333	56,520
Stores and materials	30,728	87,430	118,158
Land, buildings, plant, and machinery	915,308	3,933,803	4,849,111
Other	30,314	38,657	68,971
Total	1,467,965	4,726,031	6,193,996
Excess of Assets ... ..	...	1,345,644	699,569
Excess of Liabilities	646,075	...	...

SHIRES—FINANCE.

The accounts of the shires are kept under the same system as those of municipalities, and the following statement shows the expenditure of shires during 1923 in comparison with the year 1914:—

Particulars.	Expenditure.					
	1914.			1923.		
	Total.	Per cent.	Per head of population in Shires.	Total.	Per cent.	Per head of population in Shires.
General Fund—	£		£ s. d.	£		£ s. d.
Administrative expenses...	95,760	9·6	0 2 11	158,362	9·2	0 4 7
Public works	801,542	80·5	1 4 8	1,268,560	73·7	1 16 9
Health administration	8,064	0·8	0 0 3	104,437	6·1	0 3 0
Public services	14,757	1·5	0 0 5	31,526	1·8	0 0 11
Shire property	15,277	1·5	0 0 6	7,041	0·4	0 0 2
Miscellaneous	9,275	0·9	0 0 4	20,327	1·2	0 0 7
Special and local funds	51,796	5·2	0 1 7	101,886	5·9	0 3 0
Trading Accounts ... ..	...	...	...	29,829	1·7	0 0 10
Total Expenditure	996,471	100·0	1 10 8	1,721,958	100·0	2 9 10

The total amount spent from the general funds of the shires upon public works included the cost of supervision (salaries of engineers, etc.), £81,717, and sundry expenses, £38,639. The actual amount spent on maintenance and construction was £1,148,194.

The principal heads of income of shires in 1923 were as follow, and the figures for 1914 are also shown:—

Particulars.	Income.					
	1914.			1923.		
	Total.	Per cent.	Per head of population in Shires.	Total.	Per cent.	Per head of population in Shires.
General Fund—	£		£ s. d.	£		£ s. d.
General rates, etc.	609,580	58·3	0 18 9	1,064,942	62·0	1 10 10
Government endowment....	146,077	14·0	0 4 6	150,296	8·8	0 4 4
Public works	197,754	18·9	0 6 1	204,129	11·9	0 5 11
Health administration	4,889	0·4	0 0 2	98,532	5·7	0 2 10
Public services	10,069	1·0	0 0 4	15,712	0·9	0 0 5
Shire property	13,738	1·3	0 0 5	8,124	0·5	0 0 3
Miscellaneous	5,171	0·5	0 0 2	16,977	1·0	0 0 6
Special and local funds	57,714	5·6	0 1 9	113,634	6·6	0 3 4
Trading Accounts ....	...	...	...	43,913	2·6	0 1 3
Total Income....	1,044,992	100·0	1 12 2	1,716,159	100·0	2 9 8

The principal item in the receipts during 1923 on account of public works was Government grants, which amounted to £166,697, while the same source was responsible for £317 for health administration. The total assistance from the Government amounted to £317,465, or 18·5 per cent. of the total income.

It is provided by the Local Government Act of 1919 that a sum of at least £150,000 per annum is to be paid to the shires as endowment from the public revenues of the State. The amount is distributed amongst the shires according to an apportionment made by the Government in every third year. The matters to be taken into account in making the distribution are specified in the Act, *e.g.*, the necessity for developing new districts, the extent to which the Council and the people of the areas concerned undertake to share in the development by constructing works or paying local rates, the rate levied and its relation to the maximum rate.

The allotment of the statutory sum of £150,000 per annum for the three years commencing 1st January, 1925, was as follows:—

57 shires received no endowment.

5 shires received £250 and under £500 per annum.

6	„	£500	„	£750	„
4	„	£750	„	£1,000	„
19	„	£1,000	„	£1,500	„
14	„	£1,500	„	£2,000	„
18	„	£2,000	„	£3,000	„
6	„	£3,000	„	£4,000	„
4	„	£4,000	„	£5,000	„
3	„	£5,000 each		„	„

As a general rule, the highest amounts are allowed to the areas in the coastal division, and the shires which receive £5,000 are Dorriggo, Erina, and Manning.

Balance-sheet.

The financial position of the shires on 31st December, 1923, was very satisfactory, as will be seen from the following figures, which show an excess of assets amounting to £373,309:—

Liabilities.		Assets.	
	£		£
Sundry Creditors (including Loans outstanding and interest thereon)	483,424	Cash in hand and bank balances	231,366
Bank overdraft	207,553	Outstanding rates and interest ...	155,846
Other (including deposits on Contracts and unexpended portion of Government grants)...	73,278	Sundry debtors	39,785
Excess of assets	373,309	Furniture	17,434
		Stores and materials	31,513
		Land, buildings, plant, and machinery	665,963
		Other	1,657
Total	1,143,564	Total	1,143,564

LOANS.

Loans borrowed by the City of Sydney are raised under the provisions of special Acts of Parliament, and those by other municipalities and by shires under the Local Government Act. A municipality may borrow to an amount which, with existing loans, does not exceed 20 per cent. of the unimproved capital value of ratable lands. If any municipality has exceeded the statutory maximum it cannot borrow further until the total amount owing falls below the limit.

Shire councils may borrow a sum equal to thrice the amount of the annual income. The loans are secured and charged upon the income of the general funds of the shire, and are repayable in annual or half-yearly instalments of principal and interest.

The following statement shows the loans by local governing bodies outstanding on 31st December, 1923, and the sinking funds set apart to meet them; the New South Wales figures include £77,515 raised in Victoria:—

Division.	Loans Outstanding.			Sinking Funds.	Interest paid and due on Loans, 1923.
	New South Wales.	London.	Total.		
Municipalities—	£	£	£	£	£
Sydney	8,514,324	2,000,000	10,514,324	1,326,659	509,440
Other Metropolitan	1,772,408	...	1,772,408	9,902	78,491
Country	1,117,813	9,000	1,126,813	22,562	50,728
Total Municipalities	£11,404,545	2,009,000	13,413,545	1,359,123	638,659
Shires	535,322	...	535,322	3,001	16,956
Total	£11,939,867	2,009,000	13,948,867	1,362,124	655,615

Temporary loans, payable on demand, and overdrafts, amounting altogether to £673,637, which bear interest at current bank rates, are included in the above table.

The loans are redeemable at various periods after 1923, the amount to be repaid in London being £2,009,000, or about 14 per cent. of the total, and the debentures to the value of £11,939,867 were held locally. The interest payable was £655,615, viz., £530,030 locally and £125,585 elsewhere.

The total amount of loans raised by municipalities during 1923 was £1,654,644, including £1,152,883 borrowed by the City of Sydney, £316,173

by metropolitan, and £185,588 by country municipalities. The sinking funds of the City of Sydney were increased by £136,072, and those of metropolitan and country municipalities by £3,052 and £4,798 respectively. Apart from the liability to the State under the Country Towns Water and Sewerage Act, the total amount of municipal loans outstanding at the close of the year was £13,413,545, and towards this amount there was at the credit of the sinking funds a sum of £1,359,123.

Rates of interest ranged from $3\frac{1}{2}$ per cent., which was carried by £20,000, to $7\frac{1}{2}$ per cent., which, however, was payable on £30 only. The amount paid and due as interest on loans during the year was £638,659; the average rate of interest on the total indebtedness being 4.76 per cent., viz.: 4.84 per cent. on the loans of the City of Sydney, 4.43 per cent. on those of the metropolitan municipalities, and 4.50 per cent. on those of the country municipalities.

The average rate of interest payable on all loans is not, however, an index of the true value of municipal debentures to the investors, as out of the total debt of £13,413,545 a sum of £3,069,095 pays interest at 4 per cent., and £2,124,400 at $3\frac{1}{4}$ per cent.; and of these amounts the metropolitan municipalities are responsible for £3,062,348 at 4 per cent., and the whole amount at $3\frac{1}{4}$ per cent. The country municipalities borrowed £218,790 at $4\frac{1}{2}$ per cent., £331,775 at $5\frac{1}{2}$ per cent., and £173,864 at 6 per cent.

The debt per head of population in municipalities on 31st December, 1923, amounted to £8 19s. 2d., without allowance being made for sinking funds, while the yearly charge for interest is 8s. 6d. per head. These sums, compared with the resources of the municipalities, are by no means formidable. The indebtedness per head in previous periods was as follows:—February, 1907, £3 5s. 2d.; December, 1911, £4 17s. 6d.; and December, 1916, £7 1s. 1d.

The following particulars relate to the loans of shires at the end of 1923, from which it will be seen that the indebtedness is small compared with the resources:—

Amount of Loans outstanding—						£	£
Ordinary	...	...	...	...	...	313,658	
Temporary	...	...	...	...	...	221,664	
Total	...	...	...	...	...		535,322
Total amount of Sinking Fund						...	3,001
Loans floated in 1923						...	172,948
Interest due in 1923						...	16,956

The interest payable during 1923 amounted to £16,956, the rates of interest paid varying from $4\frac{1}{2}$ to 7 per cent. If loans amounting to £1,317 (mainly loans of a temporary character on which the rate of interest is not defined) be deducted from the total loans outstanding, the average rate of interest payable was 5.91 per cent.

The total indebtedness per head of the population in the shires amounted to 15s. 6d., while the yearly charge for interest was approximately 6d. per head, compared with 1s. 10d. and 1d. respectively in 1920. The debt per head in 1916 was 4s. 9d.

The whole of the shire loans were raised within New South Wales, and are redeemable at various periods from 1923 to 1954.

MUNICIPAL GASWORKS.

The Local Government Act authorises the councils of municipalities and shires to construct gasworks, and to supply gas for public lighting and for use by private consumers. Twenty country municipalities maintain works for coal gas, and others have installed acetylene and other plants. The metropolitan districts are served by private companies.

A summary of the gasworks revenue accounts of the municipalities with coal gasworks in 1923 is shown in the following statement, in comparison with similar particulars for 1914.

Expenditure.	1914.	1923.	Income.	1914.	1923.
	£	£		£	£
Manufacture	38,268	93,987	Rates levied ... ..	...	6,140
Distribution	4,363	9,118	Private lighting	56,808	114,112
Management expenses	10,032	18,490	Public lighting	10,914	12,345
Public lighting	3,083	4,374	Sale of residual products	7,312	12,758
Sinking Fund and Reserves ... ..	...	8,160	Other	660	4,086
Other	911	8,798			
Balance	19,037	6,514			
Total	£ 75,694	149,441	Total	£ 75,694	149,441

On the total operations for 1923 there was a gross profit of £6,514. Six municipalities made a loss on trading, and even where the undertaking was carried on at a profit the gain in each case was small. The manufacture of gas accounted for 66 per cent. of the expenditure, as compared with 68 per cent. in 1914, and private lighting for 76 per cent. of the income, as against 75 per cent. in 1914.

The following is an analysis of the total expenditure in 1923, per 1,000 cubic feet of gas sold. The average prices charged to private consumers ranged from 4s. 4d. to 11s. 5d. per thousand cubic feet; the general average being 7s. 4d. per thousand cubic feet.

	s.	d.
Manufacture	5	6
Distribution... ..	0	6
Management and general expenses, including depreciation	1	1
Public lighting	0	3
Interest on loans and overdrafts... ..	0	4
Sinking Fund and Reserves	0	5
Other	0	2
Total	8	3

The balance-sheet of the gasworks trading undertakings for 1923 is given below:—

Liabilities.	Assets.
	£
Sundry creditors	12,328
Loans and overdrafts, including interest accrued due ..	114,915
Reserves	1,043
Excess of Assets	210,415
Total	£338,701
	£
Buildings, land, stock, plant, etc.	281,963
Sundry debtors, including amounts due from other funds	39,044
Fixed deposits and Investments... ..	7,571
Bank balance, and cash	10,123
Total	£338,701

The total excess of assets amounted to £210,415, and none of the municipalities showed a deficit at the close of 1923.

MUNICIPAL AND SHIRE ELECTRICITY WORKS.

The supply of electricity for lighting and for power is undertaken by the councils in many local governing areas. In some cases the councils have established works for the generation of electricity, while in others it is purchased in bulk from another council, from Government works, or from collieries, etc., and distributed to consumers.

City of Sydney Electricity Undertaking.

In 1904 the council of the City of Sydney commenced to supply electricity within the city, and subsequently the works were extended to enable the city undertaking to supply a large area beyond the city boundaries. In addition to the electricity generated at the council's works, supplies are purchased from the Railway Commissioners. In 1923 the undertaking distributed electricity direct to consumers in the city, and in thirty-two other municipalities and in the shire of Ku-ring-gai; and supplied it in bulk to the local councils of the municipalities of Manly, Fairfield, Prospect and Sherwood, and Dundas, and the shires of Warringah, Hornsby, and Blacktown.

The expenditure and income of the city electricity undertaking in the year ended 31st December, 1923, are shown below:—

Expenditure.			Income.		
	£			£	
Generation of Electricity ...	357,652		Private Lighting ...	679,015	
Distribution ...	176,998		Public Lighting ...	97,096	
Management ...	118,304		Power Supply ...	522,670	
Purchase of Electricity ...	49,327		Rentals—Meters, Motors, Lamps, etc. ...	46,813	
Miscellaneous ...	38,612		Miscellaneous ...	7,225	
Total ...	£740,893				
Balance carried to Net Revenue Account ...	611,926				
Total ...	£1,352,819		Total ...	£1,352,819	

Generation forms the largest item of expenditure, accounting for 52 per cent. of the whole, or 48 per cent. of the total expenditure, less the electricity purchased. Distribution cost 24 per cent., management 16 per cent., electricity purchased 7 per cent., and miscellaneous 5 per cent. of the whole.

The gross profit, carried to the net revenue account, was £611,926. The charges against the profits were:—Interest on debentures and overdraft, £267,988; sinking fund contribution, £42,024; depreciation reserve account, £161,494; written off flotation expenses, etc., £15,001; fire insurance contribution, £7,300; bank commission and loan charges, £747; loss on sale of old machinery, £13,113; miscellaneous, £10,497: making a total of £518,164. The net profit for the year 1923, after paying interest and sinking fund, was therefore £93,762, which, with a credit balance of £2,770 from 1922, was carried forward to profit and loss account for 1924.

Below is a summary of the balance-sheet of the City Electricity Works Fund on 31st December, 1923:—

Liabilities.			Assets.		
	£			£	
Debenture Loans... ..	4,968,564		Land, Buildings, Machinery, Plant, etc. ...	6,118,516	
Sinking Fund	372,186		Sinking Fund Investments—		
Reserve Accounts	1,275,123		Commonwealth Loans ...	143,120	
Sundry Creditors... ..	143,003		New South Wales Treasury ...	25,211	
Deposits (Consumers') ...	61,431		Debentures—Sydney Municipal Council ...	137,200	
Commonwealth Bank ...	237,849		Commonwealth Bank ...	59,944	
Net Profit for year 1923 ...	96,532		Stores, Materials, Coal, etc. ...	305,718	
			Sundry Debtors, Consumers' Balances, etc. ...	220,948	
			Other	144,031	
Total	£7,154,688		Total	£7,154,688	

The loan capital, which forms 70 per cent. of the liabilities, returned about 12·3 per cent. profit for the year. Interest payments and sinking fund contribution for the year amounted to £310,012; and £161,494 were allowed for depreciation. The sinking fund was represented by investments of £365,475 in Government, municipal, and bank securities.

The following table shows the rapid growth of the City Electric Lighting Undertaking. The figures represent the actual profit or loss made in specified years, excluding balances brought forward:—

Particulars.	1911.	1916.	1921.	1922.	1923.
Quantity Sold—					
Light Units ... 000	9,748	22,550	37,481	43,239	51,174
Power Units ... 000	8,020	25,983	70,696	87,848	106,523
Total Units... 000	17,768	48,533	108,177	131,087	157,697
Expenditure... £	95,428	211,263	639,483	653,751	740,893
Income ... £	172,693	433,996	943,125	1,242,922	1,352,819
Surplus ... £	*94,861	222,733	303,642	589,171	611,926
Charges against Surplus £	66,470	192,071	329,234	447,818	518,164
Net gain ... £	28,391	30,662	(—)25,592	141,353	93,762

* Includes surplus of a purchased company, £17,596.

(—) Denotes loss.

Other Electricity Undertakings.

Electricity is obtained in bulk from the generating stations of the Railway Commissioners by the councils of Newcastle, West Maitland, and Tarro Shire; also the St. George County Council, of which details are shown on page 318. The Government electric power station at Port Kembla is another important source of the bulk supply of electricity. The municipality of Wollongong is supplied therefrom, and legislation was passed in 1922 to authorise the construction of transmission lines to convey electricity from Port Kembla to the towns of Mittagong, Bowral and Moss Vale on the southern highlands and to coastal towns, between Port Kembla and Kiama.

A significant development in regard to electricity points to the utilisation of water-power in districts where coal is not available at low cost. The Dorrigo Shire Council has initiated a hydro-electric scheme, and the Clarence River County Council has been formed to carry out a scheme on the Nymboida River.

In addition to the areas which are supplied directly or indirectly from the City Electricity Undertaking, electric light and power services have been established or are being installed in thirty-eight municipalities and in ten shires.

The following statement shows the results of the trading operations of the electricity works during 1923 in respect of these municipalities and shires. The figures for municipalities in 1914 are included for comparative purposes.

Income.	Municipalities.		Shires.	Expenditure.	Municipalities.		Shires.
	1914.	1923.	1923.		1914.	1923.	1923.
	£	£	£		£	£	£
Rates levied ...	...	46,221	10,593	Generation ...	21,711	172,727	11,761
Private lighting ...	26,255	167,822	16,828	Distribution ...	3,058	25,171	1,478
Public lighting ...	10,252	28,742	6,035	Management, etc.	4,308	54,408	7,038
Power supply ...	9,064	107,866	4,826	Public lighting ...	1,541	5,977	629
Rents of meters, etc. ...	1,523	12,353	1,406	Interest and Sink- ing Fund ...	...	86,235	13,200
Other ...	1,593	27,103	4,225	Other ...	4,234	23,488	2,842
				Balance ...	13,835	22,101	6,965
Total... ..	48,687	390,107	43,913	Total... ..	48,687	390,107	43,913

Generation of electricity is the largest item of expenditure, accounting in 1923 for 45·5 per cent. of the whole. Distribution of the current cost 6·6 per cent. management 15·2 per cent., interest and sinking fund 24·6 per cent., and other expenses 8·1 per cent. The net profit of these concerns to the municipalities and shires was £29,066.

Setting out the expenditure in 1923 on the basis of the total units sold, the following result is obtained:—

Item.	Municipalities.	Shires.
	pence per unit.	pence per unit.
Generation and Purchase	1·44	2·80
Distribution	0·21	0·42
Management, general, depreciation, etc.	0·49	1·34
Public lighting	0·05	0·11
Interest and Sinking Fund	0·72	2·88
Other	0·15	0·67
Total	3·06	8·22

The figures for the shires are much higher than those for the municipalities. This is attributable to the fact that the municipalities are operating on a larger scale than the shires with a consequent lessening of manufacturing costs and overhead charges per unit.

The average price per unit charged to consumers in municipalities for lighting was 5·81d., and for power 1·29d.; the corresponding figures for shires were 7·26d. and 3·17d.

The balance-sheet of the electricity works trading funds in 1923 was as follows:—

Liabilities.	Municipalities.	Shires.	Assets.	Municipalities.	Shires.
	£	£		£	£
Sundry creditors ...	80,812	11,331	Materials, stock, etc. ...	945,021	147,268
Loans and overdrafts ...	723,001	142,234	Sundry debtors ...	73,818	9,545
Reserves... ..	31,251	...	Fixed deposits, bank		
Excess of assets... ..	284,510	28,837	balance, and cash... ..	100,735	25,539
Total	1,119,574	182,402	Total	1,119,574	182,402

The combined liabilities of municipalities and shires were £988,629, and the total assets amounted to £1,301,976, leaving a credit balance of £313,347. Six municipalities and one shire showed an excess of liabilities, the amounts being small in each case.

St. George County Council.

The St. George Council supplies the municipalities of Bexley, Hurstville, Kogarah, and Rockdale with electric light and power. The following statement shows the particulars of the revenue account for 1923:—

Receipts.			Expenditure.		
	£	£		£	£
Loan Rates	9,778		Purchase of Electricity...	4,193	
Sales of Electricity ...	10,623		Distribution of Electricity	1,052	
Rent of Meters, etc. ...	542		Street Lighting	299	
Interest on Investments.	41		Management and General Expenses	1,345	
Sale of Assets	37		Votes to Councils	299	
Sundries... ..	180		Loans—		
			Interest	3,446	
			Reduction	4,559	
			Depreciation	3,000	
			Net Less on Sale of Assets	4,255	
Deficit	1,852		Sundries	578	
Total		23,026	Total		23,026

The total liabilities at the 31st December, 1923, were £115,505, consisting of £89,697 due to the Commonwealth Bank for loan and interest, and £4,524 to sundry creditors. Reserves amounted to £3,050, and available and invested funds to £18,234. The assets amounted to £115,505; of which £98,471 represented land, buildings, mains, meters, lights, stores, furniture, etc.; £1,489, outstanding rates; £2,733, promotion expenses; £8,166, bank and loan balances; and £4,646, sundry debtors.

BOARD OF FIRE COMMISSIONERS.

The Fire Brigades Act, 1909, provides for the establishment of a Board consisting of a president appointed by the Government, two members elected by the municipalities and shires specified in the schedules of the Act, one elected by the insurance companies, and one by the volunteer fire brigades, the four last mentioned holding office for three years. The Act applies to the City of Sydney, to forty-seven Metropolitan municipalities, to eighty-six country municipalities, and to parts of fourteen shires. Other districts may be added by proclamation.

The equipment in the metropolitan and extra-metropolitan area includes thirty-three stations staffed by permanent men, twenty-five stations with two or more permanent men assisted by partially-paid men or volunteers, and eleven stations manned entirely by volunteer staffs. In the country fire districts the principal stations are in the city of Newcastle and Broken Hill, and there are fire brigades in 101 other localities.

The Board exercises control in regard to fire prevention in declared districts, and may recover charges for attendance at fires outside such districts. It is charged also with the establishment and maintenance of permanent fire brigades, and the authorisation and subsidising of volunteer bodies. Funds are raised by contributions of one-third of the estimated requirements for each district, from insurance companies, from municipalities, and from the Government respectively; and *pro rata* charges are made on owners of property insured in companies not registered within the State. Annual returns must be supplied by municipalities, insurance companies, and property owners.

The following table shows the revenue account and balance-sheet of the Board of Fire Commissioners for the year ended 31st December, 1923:—

Revenue.				Expenditure.			
£				£			
Balance from 1922 ...	...	...	15,586	Administration ...	...	...	9,138
Subsidy from Government ...	...	...	78,937	Salaries and Payments to Volunteers ...	...	...	125,142
Subsidy from Municipalities and Shires ...	...	...	78,937	Repairs to Buildings, Plant, and other expenses ...	...	...	63,765
Subsidy from Fire Insurance Companies and Firms ...	...	...	78,937	Equipment and Property Charges	...	...	42,511
Other Sources ...	...	...	7,340	Balance ...	...	...	19,181
Total ...	...	...	£259,737	Total ...	...	...	£259,737

Liabilities.				Assets.			
£				£			
Fund Account ...	...	...	45,697	Land and Buildings ...	...	...	220,799
Trust Accounts ...	...	...	966	Plant Account and Fire Appliances	...	...	129,571
Debentures and Accrued Interest	...	...	136,500	Stocks on Hand ...	...	...	24,288
Revenue and Expenditure Account	...	...	19,181	Petty Cash Account ...	...	...	165
Property and Equipment Fund ...	...	...	201,954	Commercial Banking Co. of Sydney ...	...	...	29,878
Administration Account ...	...	...	676	Other ...	...	...	520
Other ...	...	...	247	Total ...	...	...	£405,221
Total ...	...	...	£405,221				

The estimates of revenue adopted by the Board for 1924 amounted to £247,944; being £182,304 for the Sydney District, and £65,640 for the other districts. For the municipalities and shires in the Sydney Fire District the ratio of contributions to the assessed annual value was 6s. 2d. per £100 in 1923, as compared with 6s. 1d. in 1917.

Under the Act, the subsidies payable by insurance companies are proportionate to the annual premiums received or due. In 1923 a sum of £78,292 was received from 107 insurance companies, in addition to which contributions amounting to £645 were received from 53 individual firms and 32 private persons who insured goods with companies not registered in New

South Wales. The contributions to the Sydney Fire District in 1923 represented 5.99 per £100 of premiums, and in the remaining districts the percentage ranged from 1.92 to 15.9.

WATER SUPPLY AND SEWERAGE SERVICES.

The administration of water supply and sewerage services is a function of the local governing bodies in the country districts, but in the larger centres of population, where the reticulation works serve a number of local areas, the management is entrusted to Boards consisting of representatives of the central Government and of the local bodies concerned. In such cases the moneys for the construction of the works, etc., have been provided by the central Government, and form part of the public debt of the State, and the revenues collected have been paid into the Consolidated Revenue Fund. Therefore the undertakings have been regarded as belonging to the sphere of national government rather than that of local government. Generally, the construction of the major works for these services is carried out by the State Department of Public Works, and upon completion they are transferred to the control of the Boards, by whom the reticulation works are undertaken. The Metropolitan Board of Water Supply and Sewerage administers extensive works in the county of Cumberland, which includes Sydney and suburbs, and the Hunter District Water Supply and Sewerage Board exercises similar functions in Newcastle and surrounding districts.

Metropolitan Water Supply and Sewerage.

The Metropolitan Board of Water Supply and Sewerage was constituted in 1888 to assume control of the water supply and sewerage services in the county of Cumberland, including those under the control of the City Council. The management of the water supply was transferred to the Board in May, 1888, and of the sewerage in September, 1889. The Board's jurisdiction extends to a number of towns outside the metropolitan area.

Until April, 1925, the Board consisted of seven members, viz., three appointed by the Government, two elected by the City Council from amongst its members, and two elected by the councils of the other municipalities and of the shires concerned. The term of membership was four years, but three of the members retired every two years.

Under the Metropolitan Water, Sewerage and Drainage Act, 1924, the constitution of the Board was amended, and the existing Board consists of a president, appointed by the Governor, and seventeen members elected by the aldermen and councillors of the local areas concerned. For the purposes of the elections the municipalities and shires have been grouped into nine constituencies, of which the City of Sydney forms one. Eight constituencies are represented by two members each, and the other by one member. The term of office for elected members is four years, and one representative of the two-member constituencies will retire every two years.

The new Board will have a large measure of control over its finances. When the Act becomes fully operative it will take over the existing capital indebtedness, on which it will be required to pay interest and sinking fund, and it will be empowered to raise loans up to certain limits. The construction of new works, with the exception of some in progress and nearing completion, will be conducted by the Board.

Metropolitan Water Supply.

The sources of the metropolitan water supply are the waters of the Nepean, Cataract, and Cordeaux Rivers, draining an area of 347 square

miles, with a copious rainfall. The supply is regulated chiefly by two large reservoirs, viz., Prospect and Cataract. Their dimensions are shown in the following statement:—

Dam.	Height above Sea-level.	Area.	Capacity.	Length of Dam.	Width at top.	Height.
Prospect	ft. 196·7	acres. 1,266½	gallons. 11,029,180,000*	ft. 7,300	ft. 30	ft. 85½
Cataract	950	2,200	20,743,196,475	811	16½	160

* When full, about half this quantity is available by gravitation.

The water flows from the Cataract Dam down the Cataract River to a weir at Broughton's Pass, where it enters a tunnel, and is conveyed by a system of open canals to the Prospect Reservoir. The total distance from Cataract to Sydney, *via* Prospect, is 66½ miles.

With a rapid development of the city and its environs during recent years the supply of water has become inadequate, and in dry seasons it has been necessary to impose restrictions upon the use of water. In order to augment the supply two large storage dams are in course of construction, viz., the Cordeaux Dam, commenced in 1916, to impound 15,858 million gallons; and the Avon Dam, authorised in 1919, to conserve 43,000 million gallons. It is estimated that the Cordeaux Dam will be completed by the end of 1925, and the Avon Dam towards the end of 1926. The Lupton Dam, near the Bargo Railway, sanctioned in 1923, to impound 11,600 million gallons, is now in the preliminary stages.

A description of the reservoirs, pumping stations, and mains in the reticulated area was given in the 1921 issue of this Year Book. The total length of water mains as at 30th June, 1924, was 3,266 miles.

The following statement shows the number of houses in the metropolitan area supplied with water in 1911, 1916, and during the last four years.

Year ended 30th June.	Houses Supplied.	Total Supply during Year.	Average Daily Supply.		
			Total.	Per House.	Per head of population supplied.
	No.	gallons.	gallons.	gallons.	gallons.
1911	139,237	10,587,434,000	29,006,700	208	41·7
1916	183,598	14,374,000,000	39,380,000	214	42·9
1921	221,886	17,701,000,000	48,496,033	218	43·7
1922	229,274	18,616,612,300	51,004,417	222	44·5
1923	239,528	20,657,319,200	56,595,395	236	47·3
1924	250,804	21,267,054,800	58,265,834	232	46·5

From 1910 to 1917 inclusive, the water rate levied on the assessed annual value was 6d. in the £ and the charges for water by meter were 11d. per 1,000 gallons up to 10,000,000, 10d. from 10 to 20 millions, and 9d. over 20 millions. During 1918 the first-mentioned rate was increased to 6½d., but the meter charges were not altered. During 1919 an increase of 1d. was imposed in each case, and in 1920 the rate was further increased to 9d. in the £ on the assessed annual value, and the charge by meter to 13d. per 1,000 gallons. In July, 1922, the charge for water by meter was reduced to 12d. per 1,000 gallons, and in July, 1924, the rate per £ of assessed annual value was reduced to 7½d.

The revenue from the Water Service branch during the year ended 30th June, 1924, was £1,105,098, and the expenditure, including interest on capital, £1,028,418. The net revenue showed a return of 5·77 per cent. on the capital debt of £13,094,176.

The following statement gives the financial transactions of the Metropolitan Water Supply in various years from 1911:—

Year ended 30th June.	Capital cost.	Revenue.	Working expendi- ture.	Interest.	Net return after paying working expenses.	Surplus after paying working expenses and interest.
	£	£	£	£	per cent.	£
1911	5,420,813	299,442	99,355	192,486	3·69	7,601
1916	7,192,472	470,744	165,210	261,335	4·24	44,199
1921	10,323,252	855,751	347,298	473,890	4·92	34,563
1922	11,130,857	923,798	376,203	543,164	5·10	4,431
1923	12,019,600	992,702	363,102	597,351	5·44	32,249
1924	13,094,176	1,105,098	380,407	648,011	5·77	76,680

The Hunter District Water Supply.

The water supply works of the Lower Hunter were constructed by the Government under the provisions of the Country Towns Water Supply and Sewerage Act of 1880. In 1892, under the authority of a special Act, a Board was established on similar lines to those of the Metropolitan Water and Sewerage Board with seven members, viz., three nominated by the Governor, one elected by the Municipal Council of Newcastle, two by the adjacent municipalities, and one by the municipalities of East and West Maitland and Morpeth.

In terms of the Hunter District Water and Sewerage Amendment Act of 1924 the existing Board ceased to hold office on 31st December, 1924, and it was replaced by a board constituted by nine members, viz., a president appointed by the Governor and eight members elected by the aldermen and councillors of the local areas concerned.

The supply of water for the district is pumped from the Hunter River, about a mile and a half up stream from the Belmore Bridge, West Maitland, and the pumping engines are situated above flood-level, on a hill about 44 chains from the river. The filtered water is pumped from the clear-water tank into two summit reservoirs, one at Rutherford and one at Buttai. The former, with a capacity of 500,000 gallons, supplies East Maitland, West Maitland, Morpeth, Lorn, Bolwarra, Campbell's Hill, Rutherford, and neighbouring places. Buttai Reservoir has a capacity of 1,150,000 gallons, and supplies Newcastle and environs. Fifteen district reservoirs, which are supplied from Buttai, eleven by gravitation, and four by repumping, receive water for distribution.

The present system is being augmented by the construction of a dam of 5,000 million gallons capacity on the Chichester River at a point about 60 miles north from Newcastle.

The length of the mains at 30th June, 1924, was 527 miles.

Particulars relating to the water supply of the Board at intervals since 1911 are given below:—

Year ended 30th June.	Properties Supplied.	Supply during year.	Average Daily Supply.		
			Total.	Per Property.	Per Head.
	No.	thousand gallons.	gallons.	gallons.	gallons.
1911	17,164	675,214	1,849,900	108	21·5
1916	22,056	1,283,754	3,507,500	159	31·8
1921	25,874	1,711,187	4,688,183	181	36·2
1922	26,758	1,688,537	4,626,129	173	34·5
1923	28,036	1,754,418	4,806,623	171	34·2
1924	27,468	2,106,615	5,755,778	195	39·0

A water rate of 10d. in the £ is payable on the assessed annual value of all properties over £12, but if valued at less than £12 the rate is 10s. per annum. Extra charges are made for water used for other than domestic purposes, the rates on which services range from 10s. to 40s. per annum. The charge by meter is 2s. per 1,000 gallons.

The following table shows the financial position for similar periods to those shown above:—

Year ended 30th June.	Capital Debt.	Revenue.	Expenditure (including Interest and Sinking Fund).	Return on Capital.
	£	£	£	per cent.
1911	495,747	45,711	45,420	3·55
1916	634,265	79,507	58,321	6·75
1921	1,472,074	116,320	106,194	3·10
1922	1,953,411	113,217	114,522	1·98
1923	2,467,540	110,076	116,837	1·08
1924	3,010,615	142,138	122,583	2·22

The capital debt as stated above includes the cost of amplification works under construction and not revenue-producing, viz., £652,581 in 1921, £1,094,293 in 1922, £1,548,869 in 1923, and £1,806,826 in 1924.

Water Supply for Country Towns.

The Country Towns Water Supply and Sewerage Acts of 1880, 1894, and 1905 were passed with the object of assisting councils to construct general systems of water supply and sewerage. These Acts were repealed by the Local Government Act of 1919, in which their provisions were embodied in a revised form. On the application of a council the Minister for Public Works may construct water supply or sewerage works out of moneys voted for the purpose by Parliament. Upon completion the works are transferred to the care of the council. The capital cost is repayable by instalments, with interest on the unpaid balances at a rate fixed from time to time. The term of repayment is fixed with regard to the durability of the works, the maximum period being one hundred years.

At the end of June, 1924, water supply services constructed under this arrangement were under the administration of the councils of fifty-eight municipalities and four shires. The total amount of debts owing by these municipalities and shires on water works at the 30th June, 1924, was £1,644,214, and the aggregate annual instalment repayable was £71,750. The last-mentioned sum is approximate only, as in a few cases the payment has not been definitely fixed.

In one of the municipalities (Junee) the water is delivered by the Public Works Department into service reservoirs on the boundary of the town, and the council is responsible for its distribution to consumers. The foregoing figures are exclusive of towns served by the Metropolitan and Hunter District systems, also of Broken Hill, where the water supply services are administered by the Department of Public Works, but they include the Grafton and South Grafton system, of which particulars are shown separately on the following page.

The combined revenue accounts of the municipalities and shires which maintain waterworks, for the year ended 31st December, 1923, are shown below:—

Expenditure.	Municipalities.	Shires.	Income.	Municipalities.	Shires.
	£	£		£	£
Management	23,877	171	Rates levied	123,765	1,260
Working and maintenance	79,245	990	Rents (Meter and other) ..	2,329	...
Interest payable to Government	48,902	226	Water sales	47,725	371
Other	7,608	5	Garden charges, etc. ...	4,488	397
Balance	18,675	576			
Total	£ 178,307	1,968	Total	£ 178,307	1,968

With regard to the expenditure, management charges represented 15 per cent., working and maintenance 50 per cent., interest payable to Government 30 per cent., and miscellaneous items 5 per cent.

The income figures show that rates contributed 69 per cent. of the receipts, rents 1 per cent., water sales 27 per cent., and garden charges, etc., 3 per cent.

The combined balance-sheet on 31st December, 1923, was as follows:—

Liabilities.	Municipalities.	Shires.	Assets.	Municipalities.	Shires.
	£	£		£	£
Capital Debt due to Government... ..	1,390,094	5,960	Waterworks—plant, buildings, etc.	1,552,019	9,180
Interest due to Government	42,814	...	Outstanding rates	21,769	216
Sundry creditors	50,201	738	Bank balances, fixed deposits, and cash in hand	54,253	1,076
Excess of Assets	195,592	3,983	Stores and materials ...	8,476	...
			Sundry debtors	42,184	209
Total... ..	£ 1,678,701	10,681	Total... ..	£ 1,678,701	10,681

The total amount advanced by the Government practically represents the present value of the services. The amount of rates outstanding on the date mentioned was £21,985, while the bank balances, cash in hand, investment in war loans, and fixed deposits were £55,329.

The Grafton and South Grafton waterworks are not under the direct control of the councils, but are administered by a corporate board consisting of three aldermen elected by the Grafton Council and three by the South Grafton Council, and its accounts are kept separately. During the year ended 31st December, 1923, the expenditure of the Board amounted to £4,246, of which £3,260 represented interest payable on the capital debt to the Government, and the income amounted to £6,120; showing a profit of £1,874. The capital debt at the end of the year was £82,423, against which the Board held assets to the value of £93,266, other liabilities amounted to £862, making a total liability of £83,285; the excess of assets was £9,981.

Metropolitan Sewerage Works.

The first sewerage works at Sydney were begun in 1853, and in 1889, the date of transfer to the Metropolitan Board of Water Supply and Sewerage, there were 70½ miles of sewers in existence.

The present system consists of three main outfalls—the northern, discharging into the Pacific Ocean near Bondi, and the southern and western, discharging into the ocean at Long Bay. Another main outfall sewer is under construction, which will discharge into the ocean at North Point, in the quarantine area, and will serve the suburban areas on the northern shores of Sydney Harbour.

A description of the system appeared in the 1921 issue of this volume.

The length of sewers in the Metropolitan district and the houses served during specified years from 1911 are shown below:—

Year ended 30th June.	Houses connected.	Length of Sewers.	Length of Storm-Water Drains.	Length of Ventilating Shafts.	Length of Sewers Ventilated.
	No.	miles.	miles.	feet.	miles.
1911	108,012	825	49	376,900	795
1916	130,638	1,022	54	443,134	953
1921	148,923	1,197	64	514,536	1,122
1922	153,789	1,227	64	527,766	1,162
1923	159,390	1,274	64	532,470	1,176
1924	165,215	1,314	66	543,306	1,208

The following statement of financial transactions relates to metropolitan sewerage during the years referred to in the previous table:—

Year ended 30th June.	Capital cost.	Revenue.	Working expendi- ture.	Interest.	Net return after paying working expenses.	Surplus after working expenses and interest.
	£	£	£	£	per cent.	£
1911	4,496,290	234,208	79,636	159,070	3.43	4,498*
1916	6,114,072	363,799	120,244	224,551	3.98	19,004
1921	7,329,632	615,615	229,441	341,675	5.26	44,499
1922	7,553,906	683,434	244,916	373,671	5.94	64,847
1923	7,857,504	661,964	231,672	395,152	5.62	35,140
1924	8,145,061	756,539	244,480	409,721	6.45	102,338

*Deficit.

The sewerage rate for the city of Sydney and the eastern suburbs up to 1903 was 7d. in the £ on the assessed annual value, the northern and the western suburbs being rated at 1s., but in 1904 a uniform rate of 11d. was imposed. In 1907 it was reduced to 10d. in the £, and in 1908 to 9½d. On the 1st July, 1917, it was increased to 10d., and to 11d. on 1st July, 1918, and to 12d. on 1st July, 1920. On the 1st July, 1922, the rate was lowered to 10½d., and on 1st July, 1924, to 9d. In addition to the sewerage rate a storm-water drainage rate of 1d. in the £ may be levied in respect of property in a drainage area. If not liable to sewerage rate property in proclaimed drainage areas may be charged with drainage rates varying from 2d. to 7d. in the £ on the assessed annual value.

Newcastle and Suburbs Sewerage Works.

The sewerage scheme for the Hunter district has its outfall at Merewether Gulf, some distance south from Newcastle. The districts served are Newcastle, Adamstown, Hamilton, Lambton, New Lambton, Merewether, Waratah, Wickham, and the Tarro and Lake Macquarie shires.

The following table shows information relating to sewers under the control of the Hunter District Board in the years stated:—

Year ended 30th June.	Properties connected.	Length of Sewers.	Year ended 30th June.	Properties connected.	Length of Sewers.
	No.	miles.		No.	miles.
1911	1,465	30	1922	13,416	157
1916	7,240	84	1923	14,325	161
1921	12,218	148	1924	15,606	166

The particulars of cost, revenue, and expenditure in the same years are shown below:—

Year ended 30th June.	Capital cost.	Revenue.	Working expendi- ture (including Sinking Fund).	Interest.	Net return after paying working expenses.	Deficit after paying working expenses and interest.
	£	£	£	£	per cent.	£
1911	170,151	8,975	4,217	2,902	2.79	1,856*
1916	411,332	18,582	9,820	11,623	2.13	2,861
1921	590,790	32,164	21,256	25,328	1.84	14,420
1922	613,249	39,477	24,645	28,664	2.42	13,832
1923	627,645	49,551	25,756	30,108	3.79	6,313
1924	646,552	56,210	28,058	30,939	4.35	2,787

* Surplus.

A sewerage rate of 1s. in the £ on the annual rental value has been in force since 1st January, 1909.

Water and Sewerage Services.

The position of the combined water and sewerage services of the Metropolitan and of the Hunter Districts for the five years ended 30th June, 1924, are shown below. The figures for the Metropolitan district include the Richmond and the Wollongong water supply systems, and the working expenses for the Hunter district include the instalment paid to sinking fund for reconstruction of renewable works.

Year ended 30th June.	Capital Cost.	Revenue.	Working Expenses.	Interest on Capital.	Net return after paying working expenses.	Surplus after paying working expenses and interest.
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Metropolitan District.

	£	£	£	£	per cent.	£
1920	16,709,536	1,177,596	493,978	761,410	4.09	(—)77,792
1921	17,662,884	1,471,366	576,739	815,565	5.07	79,062
1922	18,684,763	1,607,232	621,119	916,835	5.28	69,278
1923	19,877,104	1,654,666	594,774	992,503	5.35	67,389
1924	21,239,237	1,861,637	624,887	1,057,732	6.03	179,018

Hunter District.

1920	1,599,340	125,519	73,554	55,560	3.25	(—) 3,595
1921	2,062,864	148,484	91,894	60,884	2.74	(—) 4,294
1922	2,566,660	152,694	99,162	68,669	2.68	(—)15,137
1923	3,095,188	159,627	99,203	73,498	1.98	(—)13,074
1924	3,657,167	199,348	104,355	77,225	2.60	17,768

(—) Denotes deficit.

The particulars of the Hunter district services include the cost, etc., of amplification works under construction and not revenue-producing.

Country Sewerage and Drainage Works.

Only twenty-one municipal councils have taken advantage of the Act providing for the construction of sewerage and drainage works in country towns, and the capital debt and annual repayments as at 30th June, 1924, were £537,069 and £24,143 respectively. Other sewerage systems are in existence in several places, but they have been constructed apart from the Act, and, with few exceptions, the operations have been on a minor scale.

Some of the municipalities do not levy special sewerage rates, and therefore do not keep a separate account. A summary of the revenue accounts of the twelve municipalities which published statements for the year ended 31st December, 1923, is shown below:—

Expenditure.				Income.			
			£				£
Management	...	...	6,329	Rates levied	...	...	36,693
Working and maintenance	...	...	10,917	Other	...	...	9,756
Interest payable to Government	...	...	20,245				
Other	...	...	8,624				
Balance	...	...	334				
Total	...	...	£46,449	Total	...	...	£46,449

Practically the only source of income is from rates, the other receipts representing contributions to works, sales of fittings, etc. Of the expenditure, management charges represented 14 per cent., working and maintenance 24 per cent., interest payable to Government 44 per cent., and other expenses 18 per cent.

The combined balance-sheet was as follows:—

Liabilities.				Assets.			
			£				£
Capital Debt due to Government	...	...	479,673	Works and Plant	...	...	492,617
Interest due to Government	...	...	5,618	Outstanding rates	...	...	4,043
Sundry creditors	...	...	12,817	Bank balance and cash	...	...	16,483
Excess of Assets	...	...	30,505	Stores and materials	...	...	2,515
				Sundry debtors	...	...	12,955
Total	...	...	£528,613	Total	...	...	£528,613

DRAINAGE TRUSTS.

In addition to the water and sewerage works shown in the foregoing tables, thirty-two trusts for reclamation of swamp and other lands were in operation on the 30th June, 1924, with a total length of 120 miles; the total area served being 132,500 acres. The total cost as gazetted was £117,841, and the annual payments were £7,000. The owners of the lands improved by these works are responsible for the repayment of the capital expenditure, and they are required to provide for the cost of maintenance and administration.

ROADS, BRIDGES, AND FERRIES.

Main roads in New South Wales were first formed to connect the towns of Parramatta, Liverpool, Windsor, and Penrith with Sydney. All access to the interior of the country, was barred by the apparently insurmountable sandstone precipices rising on the farther side of the Nepean, and until the year 1813 no effort to cross the mountains was attended with success. In that year Blaxland, Lawson, and Wentworth succeeded in crossing the range, and discovered the rich pastures of the Bathurst Plains. Shortly after their return the construction of a track was begun, and the Great Western road was completed as far as Bathurst on 21st January, 1815.

The access to the fertile lands surrounding Bathurst, by means of this mountain road, gave such an impetus to settlement that it was found impossible to keep pace in the matter of road-making with the demands of the settlers. The authorities, therefore, for many years confined their attention to the maintenance of roads already constructed, and extended them in the direction of the principal centres of settlement. Had the progress of settlement subsequent to 1850 been as slow as that of the preceding years, this system may have sufficed. The discovery of gold, however, completely altered the circumstances, and during the period of excitement and change which followed, so many new roads were opened, and traffic increased to such an extent, that the general condition of the public highways became unsatisfactory.

In 1857 the Roads Department was created. Legislation was passed to authorise the appointment of commissioners to control the main roads, and a number of road trusts were formed under various Acts. A system of levying tolls on public roads was brought into operation in the early days of settlement, but it was abolished in May, 1890.

Prior to the enactment of legislation providing for the incorporation of shires, the State was divided into road districts, each of which was placed under the supervision of an officer directly responsible to the Commissioner for Roads. These officers had under their care the greater part of the roads and bridges of the State outside the incorporated areas, as well as a portion of those within such limits. The road trusts had the supervision of the expenditure of certain grants for the maintenance of roads in districts chiefly of minor importance, as well as some important roads in the vicinity of the Metropolis.

The administration of the works under the control of the Roads and Bridges Department (with the exception of those in the unincorporated areas of the Western Division, and certain bridges and ferries proclaimed as "national works") was transferred by the operation of the Local Government Act to the shires and municipal councils.

The Act authorises payments by way of endowment to municipalities and shires, the minimum endowment payable to shires being fixed at £150,000 per annum, to be distributed in accordance with a classification made every third year. The Minister may withhold payment of endowment from a council if his requirements in respect of main roads are not satisfied.

Between 1906 and 1912 the amount of endowment allotted to shires rose from £150,000 to £360,000 approximately, but the expenditure on the important roadways was not sufficient to maintain them in a serviceable condition. It was decided, therefore, to reduce the amount of general endowment, and to distribute an additional sum as a special endowment for the upkeep of the main roads.

The length of roads under Government control on 30th June, 1906, prior to the transfer to the councils, was 48,311 miles; 195 miles were under the care of road trusts, and the Government paid subsidy to the municipal councils in respect of 1,338 miles of roads within their areas. There were also about 8,000 miles of roads and streets belonging to the municipal councils. After the extension of the system of local government there was a great increase in the mileage of public roads, and in 1921 their length was approximately 101,700 miles, of which 12,300 miles might be classed as main roads.

The introduction of motor vehicles, now widely used throughout the whole State, placed a heavy strain on the roads, which were constructed for slow-moving traffic. Under these circumstances it has been deemed advisable to bring the main avenues of traffic under unified control, and the Main Roads Act was passed in 1924 to constitute a Main Roads Board, consisting of two engineers with special knowledge of road construction, and a president. The Board is charged with the duty of assisting the local councils in the work of constructing and maintaining a well-organised system of main highways, with the primary object of developing the vacant lands in the State, of feeding the railways with traffic, of giving the primary producers access to markets, and of providing facilities for modern motor traffic. On the recommendation of the Board, any public road, except those in the City of Sydney, may be proclaimed to be a main road.

The Act provides for the creation of three separate funds: (1) for metropolitan main roads; (2) for country main roads; and (3) for developmental roads. The revenue obtained from the taxation of motor vehicles and from licenses, etc., under the Traffic Acts, will be apportioned between the metropolitan and the country funds, the latter receiving the revenue collected in the country districts, and half the collections in the metropolitan district, which includes the county of Cumberland, the municipalities of Katoomba and Blackheath, and the Blue Mountains Shire. A Government subsidy of £115,000 will be paid annually, the metropolitan fund to receive £25,000, and the country fund £90,000. Other sources are revenue and loan appropriations by Parliament, grants from the Federal Government for the development of main roads, and contributions by the councils of the local areas. The Government will be responsible for half the interest and sinking fund on loans raised for the main roads.

The Board may require the councils in the metropolitan road district to contribute to the metropolitan fund at a rate not exceeding $\frac{1}{4}$ d. in the £ of the unimproved capital value of ratable property, the rate payable in the city of Sydney being half the rate levied in the other areas. Contributions by country councils depend upon the amount expended on the main roads.

In the metropolitan district where the levy is compulsory, the Board will pay the whole cost of maintenance and construction, but the actual work may be done by the councils under the direction of the Board. In the country districts the Board may grant assistance in respect of road work to the council of any area through which a main road passes, and the council may be required to contribute half the cost of the work. The Board may accept voluntary offers from the councils to pay more than half the cost, or, in special circumstances, may pay the whole cost of any particular work. The maximum contribution which may be required from a country council in a year is limited to the sum which would be produced by a rate of $\frac{1}{4}$ d. in the £ of the unimproved capital value. To meet cases in which a metropolitan or country council may be unable or unwilling to carry out the work planned by the Board, power is reserved to the Governor to authorise the Board itself to do the work.

Any road, not being a main road, may be proclaimed as a developmental road if, in the opinion of the Board, it will help to develop a district, and a portion or the whole cost of construction may be provided from the Developmental Roads Fund. This fund consists of moneys voted by Parliament or granted by the Federal Government for the purpose.

The first Main Roads Board was appointed in February, 1925.

Since 1906, statistics of roads, streets, bridges, and public ferries have been collected triennially, the date of the latest returns being 1924. In that year the length of roads in the State was approximately 104,764 miles, of which 58 miles were controlled by the Government, 10,007 miles by the municipalities, 88,704 miles by the shires, and 5,995 miles were in the unincorporated areas of the Western Division. The nature of the roads may be seen in the following statement :—

Divisions.	Metalled, Gravelled, Ballasted, etc.	Formed only.	Cleared only.	Natural surface.	Total.
	miles.	miles.	miles.	miles.	miles.
National	40	16	2	.....	58
Municipalities	4,772	1,787	1,859	1,589	10,007
Shires	18,369	13,745	27,216	29,374	88,704
Western Division	173	147	3,435	2,240	5,995
Total	23,354	15,695	32,512	33,203	104,764

The principal main roads are :—

Northern Road—length, 405 miles, from Morpeth to Maryland, on the Queensland border.

Western Road—length, 513 miles, from Sydney, through Bathurst and many other important townships, to the Darling River, at Bourke.

Southern Road—length, 385 miles, from Sydney, through Goulburn and other important townships to the Murray River at Albury.

South Coast Road—length, 250 miles, from Campbelltown, through Coal Cliff, and along the South Coast generally as far as Bega, whence it extends as a minor road to the southern limits of the State.

Bridges and Ferries.

Many of the earliest bridges erected in the State were built of stone, and are still in existence. Those erected in the period following the extension of settlement to the interior were principally of timber, and have since been replaced after an average life of about twenty-five years. Nearly all the large bridges of recent date are of iron and steel, and some of them have been erected under difficult engineering conditions, owing to the peculiarity of the river flow in certain parts of the country. The municipal and shire councils are empowered to control the bridges, with the exception of those classified as national works, which may be transferred by the Government at any time to the council. The most notable bridge-building project is the Sydney Harbour Bridge described below.

On 1st January, 1907, the bridges of 20 feet span and over, including those in course of construction, numbered 3,575. Of these, 256 bridges, with an aggregate length of 101,416 feet, which, by reason of their cost, size, and extra-local importance, would constitute a strain on the resources of the local councils, were proclaimed as "national works," to be maintained by the Government.

A temporary wooden bridge across Middle Harbour at the Spit was built in 1924 by the Sydney Harbour Trust for the Manly Municipal Council. Tolls are levied to defray the cost, and when loan and other expenses have been fully paid, the bridge will become a national work.

Where local conditions and limited traffic have not favoured the erection of a bridge, a punt or ferry has been introduced. The most important ferries which are worked otherwise than by hand, have been proclaimed as national services. Prior to 1st December, 1907, it was the practice to charge a small fee for ferry transit; but on that date tolls were abolished, and public ferries are now free.

The particulars of the bridges, culverts, and ferries of the State as at 30th June, 1924, are shown below :—

Classification.	Bridges over 20 feet span.		Culverts.		Ferries.
	Number.	Length.	Number.	Length.	Number.
		ft.		ft.	
National Works	283	108,631	...	...	23
Municipalities	673	39,928	4, 9	249,316	24
Shires	3,861	235,232	36,295	354,279	172
Western Division (unincorporated)	99	13,612	340	4,573	6
Total	4,916	397,393	41,330	608,168	225

Sydney Harbour Bridge.

The construction of an arch bridge over Sydney Harbour has been commenced. It is expected to be completed in 1930, and will be the largest arch bridge in the world. It will span the harbour between Dawes Point on the southern and Milson's Point on the northern side, the main arches crossing between abutment towers a distance of 1,675 feet. At high water there will be a headway of 172½ feet for vessels passing underneath.

The bridge will carry a roadway 57 feet wide, two footways each 10 feet wide, and four lines of railway to connect the City railway, now under construction, with the northern suburban line. The contract price for a length of 3,770 feet of bridge is £4,217,721, and it is estimated that approaches, etc., will cost £1,275,000. Two-thirds of the capital cost is to be debited to the Railway Commissioners, and one-third is to be paid by means of a special levy at the rate of ½d. in the £ of unimproved capital value of land in the city of Sydney, the municipalities of Manly, Mosman, Lane Cove, North Sydney, Willoughby, and the shires of Ku-ring-gai and Warringah, and part of the shire of Hornsby.

Government Expenditure on Roads, Bridges, etc.

Although the main roads have been superseded largely by the railways, they are still the sole means of communication throughout a large part of the interior and serve as valuable feeders to the railway system. The following return shows the Government expenditure on works of a local character, such as roads, bridges, punts, ferries, public watering-places, etc., in various years from 1905 to 1924:—

Year ended 30th June.	Expenditure on Services.	Endowments and Grants, including Main Roads.			Total Expenditure.
		Shires.	Municipali- ties.	Total.	
	£	£	£	£	£
1905	495,672	...	7,048	7,048	502,720
1915	175,726	283,053	40,314	323,367	504,093
1920	160,679	296,511	56,366	352,877	513,556
1922	555,940	318,710	85,824	434,534	990,474
1923	345,997	378,661	124,031	502,692	848,689
1924	479,372	341,940	54,739	396,679	876,051

PARKS AND RECREATION RESERVES.

It has always been the policy of the State to provide the residents of municipalities and shires with parks and reserves for public recreation. The city of Sydney and suburban municipalities contain within their boundaries a large extent of parks and public gardens.

In country districts, reserves have been proclaimed as temporary commons, and considerable areas have been dedicated from time to time as permanent commons attached to inland townships, which are well provided also with public recreation grounds. Further particulars relating to parks and reserves are contained in the chapter of this volume entitled Social Condition.

SOCIAL CONDITION.

THE social condition of the people of New South Wales, judged from the standpoint of health and living conditions, compares favourably with that of any other part of the world. The climate is salubrious with abundant sunshine, and the supply of food is sufficient for the whole community. Wages, hours of labour, and other industrial conditions are regulated with the object of preserving the health of the workers and of enabling even the lowest paid employee to maintain a family according to a fairly comfortable standard of living. Special provision is made to safeguard the welfare of juveniles and of women in industrial occupations.

The system of Government is based on a broad franchise which embraces every adult citizen. The legal system is based on principles which give equal status to all citizens, the land laws are designed to promote a healthy growth of rural settlement, and the tariff laws aim at the extension of local industries without any encroachment upon existing standards of industrial employment. The railways, being owned by the State, are used to develop national resources, and the burden of taxation is rendered proportionate to the means of the individual taxpayer, *e.g.*, by a graduated taxation of incomes. Legal restrictions have been placed upon gambling and upon the manufacture and sale of intoxicating liquors and deleterious drugs in order to minimise the social evils attendant upon poverty and drunkenness. Primary education is free and illiteracy is unusual.

The mildness of the climate enables the people to engage in outdoor recreation at all times of the year, and facilitates measures for the prevention of sickness and the encouragement of hygienic conditions of life which find their reflex in low death rates, in the decreasing incidence of preventable diseases, and in the absence of certain endemic diseases, such as typhus, which are a constant menace to health in some other countries. For persons who need special treatment, on account of sickness, etc., hospitals and other institutions have been established, and pensions are paid to the aged and infirm.

PUBLIC HEALTH SERVICES.

The principal State services in relation to public health in New South Wales are organised as the Department of Public Health under the control of a Minister of the Crown. The department includes two branches, one directed by the Board of Health and the other by the Director-General of Public Health. Their functions, though distinct, are closely co-ordinated, and the Director-General, who is a permanent salaried officer of the Government, is *ex officio* President of the Board of Health. The Board consists of not less than seven and not more than ten members, including four legally qualified medical practitioners, all being nominated by the Government. It is the executive and administrative authority in connection with the health laws. It acts in an advisory capacity towards the Minister for Public Health and the Government, and exercises general supervision in regard to public health matters. The Director-General of Public Health controls the State medical service and the State institutions for the treatment of the sick and infirm, and a microbiological laboratory.

Other Government Departments administer measures in connection with public welfare, assistance to public hospitals, and charitable relief, and a special department has been organised for the care of children.

The executive personnel of the Department of Public Health includes medical officers and sanitary inspectors. The former are permanent salaried officers, appointed by the Government, who devote the whole of

their time to matters relating to public health. Two medical officers attached to headquarters are engaged mainly on matters relating to industrial hygiene. It was intended that all the more densely-populated districts should be placed under the supervision of medical officers, but up to the present they have been appointed only in the Metropolitan area and in the Hunter River district, which includes Newcastle. In the Broken Hill district also there is a medical officer, but his time is not devoted exclusively to matters of public health. Outside these areas expert advice may be obtained from medical officers attached to the central staff of the Public Health Department, who visit localities when required. In every town a local medical practitioner is appointed as a Government medical officer for the purpose of attending to Government medical work, *e.g.*, inquests, sickness in gaols, etc.; they have no regular duties nor special legal powers, and are paid in fees for services rendered.

The most important legislative enactments relating to public health are the Public Health Act, dealing with public health and sanitation, Acts relating to dairies supervision, noxious trades, diseased animals and meat, pure food, and private hospitals, and provisions of the Local Government Act which specify the powers and duties of the municipal and shire councils for ensuring the health of the incorporated areas. The authorities are empowered to take steps to prevent the spread of infectious diseases, to regulate the erection of dwellings, and to order the demolition or improvement of insanitary buildings, to prohibit the manufacture or distribution of unwholesome or adulterated foods and drugs (with special powers in relation to milk and meat), to regulate the conduct of noxious trades, to deal with nuisances, etc. Control of sanitation by means of by-laws and regulations is the method adopted generally, as being readily adaptable to the varying conditions of a widely-scattered community.

Executive duties in relation to public health devolve primarily upon the local authorities, who carry out the functions under supervision of the Board of Health as the central controlling authority. Within municipalities the duties are undertaken by the local councils, and outside municipal areas they are performed either by the shire councils or by persons or bodies specially appointed for the purpose.

In addition to the organisation under the control of the State Government there is a Federal Department of Public Health, which discharges important functions in regard to quarantine, industrial hygiene, etc., and conducts research relating to causes of disease and of deaths, and to methods of prevention and cure. A Royal Commission was appointed by the Federal Government in January, 1925, and is inquiring into matters relating to the health of the Commonwealth, in conjunction with the States, including the co-ordination of the State and Federal medical services, the prevention and treatment of disease, uniform pure food legislation, maternity hygiene and child welfare, industrial hygiene, and the encouragement of research.

Government Expenditure on Charitable Relief.

The expenditure by the Government of New South Wales on hospitals and charitable relief in 1923-24 amounted to £2,012,647.

The following statement shows the growth of expenditure in the five years ended 30th June, 1924:—

Payments from—	1920.	1921.	1922.	1923.	1924.
	£	£	£	£	£
Consolidated Revenue ...	1,726,475	1,803,287	1,905,903	1,740,160	1,916,479
Public Works Account ...	103,768	117,185	105,575	152,961	96,168
Total ...	£ 1,830,243	1,920,472	2,011,478	1,893,121	2,012,647

The expenditure from Consolidated Revenue on hospitals and charities includes the cost of maintenance of the State institutions, also subsidies granted to other institutions.

Adding to the expenditure from Consolidated Revenue, as stated above, the subvention paid by the State Government to friendly societies, the old-age and invalidity pensions and the maternity allowances provided by the Commonwealth Government, the expenditure from public revenue on eleemosynary objects in New South Wales in 1923-24 amounted to £4,681,795, or £2 2s. 4d. per head. A classification of the items of expenditure is shown below in comparison with the expenditure in 1911-12 and in 1921-22. Expenditure in connection with the medical inspection of school children is not included, nor are costs of administration, except in regard to the State Children Relief Department, the mental hospitals, and the protection of aborigines.

Head of Expenditure.	1911-12.	1921-22.	1923-24.
	£	£	£
General Hospitals and Charitable Institutions	130,363	511,971	600,839
Mental Hospitals	212,616	537,096	558,668
Children's Relief	106,557	472,268	458,578
Government Asylums for the Infirm ...	87,708	164,679	165,185
Destitute Persons, Medical Services, Relief, Charitable Societies, etc. ...	36,905	175,266	92,065
Aborigines' Protection	16,475	22,506	27,163
Subvention to Friendly Societies	14,000	56,796	46,642
Miscellaneous	2,401	22,117	13,982
State	607,030	1,962,699	1,963,121
Old-age and Invalidity Pensions	821,993	2,029,077	2,450,174
Maternity Allowances ... ..	...	277,065	268,500
Commonwealth	821,993	2,306,142	2,718,674
Total £	1,429,023	4,268,841	4,681,795
Per head of Population—	£ s. d.	£ s. d.	£ s. d.
State	0 7 2	0 18 5	0 17 9
Commonwealth	0 9 8	1 1 8	1 4 7
Total £	0 16 10	2 0 1	2 2 4

The expenditure in 1923-24 was three times the amount spent in 1911-12. The cost to the State per head of population increased from 7s. 2d. to 17s. 9d., and to the Commonwealth from 9s. 8d. to 24s. 7d.

TREATMENT OF SICKNESS.

Institutions for the treatment of sickness and disease have been established in various localities throughout the State. In addition to private hospitals which are owned entirely by private persons and conducted as business enterprises, public hospitals are maintained by the State, or by the people resident in the districts in which the hospitals are located, with the assistance of subsidy from the public funds, or by charitable organisations. There are also special hospitals, State and private, for the treatment of mental and nervous ailments, and a State lazaret for the segregation of persons afflicted with leprosy.

The State exercises a measure of supervision over the practice of professional persons engaged in the treatment of sickness and disease, and medical practitioners, dentists, and pharmacists are required to register

with a board established for each profession under statutory authority. At the end of the year 1924 there were on the registers 2,737 medical practitioners, 1,842 dentists, and 1,382 pharmacists.

For a number of years members of the nursing profession have been certificated by the Australasian Trained Nurses' Association, though the organisation has no legal status as to supervision. The number of certificated nurses who were financial members of the Association in June, 1924, was 3,849, viz., 2,456 general nurses, 1,356 obstetric, and 37 mental. In 1924 an Act was passed to make provision for the registration of nurses with a board consisting of the Director-General of Public Health, the Inspector-General of Mental Hospitals, the principal teacher of obstetrics in the University, and representatives of the Nurses' Association.

Special efforts are made to provide for the treatment of sickness and accident in sparsely populated districts. The Government subsidises medical practitioners with a view to encouraging them to practise in outlying bush settlements. Usually the subsidy is the amount necessary to bring their earnings to a certain sum. The Bush Nursing Association appoints nurses in country localities. The nurse in each district works under the supervision of a local committee, who pay expenses and fix charges for her services, etc., persons in necessitous circumstances being exempt from the payment of fees.

Private Hospitals.

A private hospital may not be conducted except under license in accordance with the Private Hospitals Act of 1908, which applies to all establishments in which a charge is made for treatment, except those maintained or subsidised by the State or licensed under the Lunacy Act or the Inebriates Act. The licenses are issued annually by the Minister for Public Health on the recommendation of the Board of Health, and it is prescribed that every private hospital must be under the direct control of a person approved by the Board. Licensees are required to comply with regulations as to structure, management, and inspection.

In 1924 the private hospitals numbered 611, viz., 240 in the metropolitan district and 371 in the country. The classification of the hospitals and their accommodation, according to the nature of the cases received, are shown in the following statement:—

District.	Hospitals.				Number of Beds.			
	Medical, Surgical, and Lying-in.	Medical and Surgical.	Lying-in.	Total.	Medical, Surgical, and Lying-in.	Medical and Surgical.	Lying-in.	Total.
	No.	No.	No.	No.	No.	No.	No.	No.
Sydney	63	21	156	240	1,400	405	696	2,501
Country	144	14	213	371	1,323	165	827	2,315
Total	207	35	369	611	2,723	570	1,523	4,816

There has been an increase of 168 in the number of private hospitals since 1911, when there were 114 in Sydney and 329 in the country. In 497 hospitals the accommodation did not exceed 10 beds, 74 had from 11 to 20 beds, and 40 hospitals had over 20 beds in 1924.

Public Hospitals.

Public hospitals embrace all institutions for the care of the sick, except those owned and maintained entirely by private persons. Some are maintained wholly by the State, those in the metropolitan district being the Coast Hospital for medical, surgical and infectious cases, the Lady Edeline Hospital for babies, two convalescent hospitals, and a number of institu-

tions for maternity cases. There are two State institutions in the country, viz., the Waterfall Hospital for Consumptives and the David Berry Hospital at Berry for general treatment.

The Public Hospitals Act of 1898 and an amending Act passed in 1900 may be applied by proclamation to any hospital maintained partly by private contributions and partly by grants from the public funds. The Acts define the procedure for the election of officers for the management of the institution, and prescribe that a committee of management, trustees, auditors and other officers for each hospital must be elected annually by the contributors who have paid at least 10s. to the hospital during the preceding twelve months, or who have contributed £10 in one sum. The committee appoints the treasurer, secretary, medical officers and staff, and makes rules for the management and control of the hospital. Some of the public hospitals are under the ægis of religious denominations, and are conducted by committees nominated by subscribers or by religious communities who own the establishments. They are open to persons of all creeds, and are usually subsidised by the State.

In May, 1923, the Government convened a conference of persons experienced in the management of hospitals to consider the question of amending the law relating to public hospitals. The conference favoured a systematic distribution of the hospitals, in order to prevent overlapping and wasteful expenditure, by subdividing the State into hospital districts, by providing base hospitals, where necessary, to relieve the large metropolitan hospitals, and by eliminating superfluous hospitals.

In regard to finance the conference expressed its opinion that there was no need for a radical change in the present system of voluntary contributions and State subsidies, and, assuming that the necessary funds will be provided for subsidies and that the committees of management will include representatives of the State, the local governing bodies, and the industrial organisations contributing to local hospital funds, it recommended an alteration in the basis of paying subsidies. Under existing arrangements the Government pays subsidies at the rate of £1 for £1 on moneys raised by voluntary contributions. The conference suggested that a system be adopted whereby the grants would be based upon (1) the amount of work done, (2) sums raised by subscriptions, donations, bequests, and the proceeds of entertainments, (3) amounts contributed by employers and employees on the basis of weekly payments, (4) contributions by patients, and (5) contributions by local bodies as grants or as payment for the treatment of patients residing in their localities. It was recommended also that the Board of Health be empowered to administer the Government grants, to regulate the establishment of hospitals, to supervise the keeping of accounts, and to foster economy in administration; that an efficient ambulance transport service be established; and that the scheme of bush nursing be extended. A bill to amend the Hospitals Act was submitted to Parliament in 1924, but was not completed before the end of the session.

The figures shown in the following tables relating to public hospitals do not include particulars relating to institutions used exclusively for soldiers and sailors, nor of the following State institutions, viz., the convalescent hospitals (two in number), the maternity hospitals and rest homes, the leper lazaret, and the five asylum hospitals. Excluding those institutions there were 158 public hospitals in New South Wales at the end of 1923, viz., 26 in the metropolitan district, with 4,241 beds, and 132 in the country with 4,506 beds. The hospitals in the metropolitan district included 14 general hospitals, with 2,956 beds; 3 hospitals for children, 464 beds; 4 for women, 576 beds; 3 for incurable cases, 169 beds; one institution for convalescents, 76 beds; and a dental hospital. All the hospitals in the country provided general treatment, except four for consumptives, 547 beds, and one for convalescents, 110 beds.

The extent to which the hospital services have increased since 1901 is shown below:—

Year.	Public Hospitals.			Beds.		
	Metropolitan.	Country.	Total.	Metropolitan.	Country.	Total.
1901	15	103	118	1,453	1,938	3,391
1906	20	114	134	1,833	2,419	4,252
1911	21	120	141	2,113	2,976	5,089
1916	26	125	151	2,596	3,469	6,065
1921	26	128	154	3,841	4,234	8,075
1922	26	132	158	3,975	4,395	8,370
1923	26	132	158	4,241	4,506	8,747

The figures show a remarkable expansion in regard to hospital accommodation, the tendency being to enlarge existing institutions rather than to establish new hospitals. The average number of beds per hospital in 1923 was 55, as compared with 28 in 1901. The accommodation as stated includes beds in the open air, which numbered 975 in 1923.

The medical staffs of the public hospitals consist for the most part of practitioners who give their services free of charge, the proportion of honorary medical officers being greater in the metropolitan district than in the country. Of the nursing staffs the majority, about 53 per cent., are qualified nurses, and 41 per cent. are being trained. The following statement shows particulars of the medical and nursing staffs attached to the public hospitals during 1923:—

Hospitals.	Medical Staff.		Nursing Staff.			
	Honorary.	Salaried.	Qualified Nurses.	Nurses Training.	Wardsmen & Wardsmails.	Total.
Metropolitan ...	484	126	945	609	56	1,610
Country ...	298	127	562	564	101	1,227
Total ...	782	253	1,507	1,173	157	2,837

The number of indoor patients treated, as shown below, represents the aggregate of the number of cases treated at each hospital, those admitted more than once during a year being counted each time admitted. The figures include transfers, of which particulars are not available, but the patients treated in the convalescent hospitals are excluded, as the majority of such cases are known to have been transferred from other hospitals. The figures relating to outdoor patients are exclusive of those treated at the dental hospital, who numbered 10,523 in 1923.

Year.	Indoor Patients.					Outdoor Patients treated during the Year.
	Treated during the Year.	Died.	Remain- ing at end of Year.	Average per day.		
				Number.	Per 1,000 of mean population.	
1901	32,012	2,477	2,247	2,045	1.50	80,259
1906	41,552	2,576	2,574	2,636	1.78	83,390
1911	56,564	3,550	3,409	3,302	1.98	116,346
1916	75,856	5,027	4,187	4,729	2.50	178,439
1917	76,660	4,627	4,143	4,655	2.44	166,994
1918	77,253	4,818	4,220	4,784	2.46	244,606
1919	86,884	6,624	4,657	4,959	2.48	195,289
1920	91,768	5,710	4,987	5,466	2.64	238,332
1921	97,034	5,493	4,859	5,763	2.73	250,035
1922	97,059	5,502	5,145	5,779	2.69	274,177
1923	106,146	6,178	5,345	6,045	2.76	270,771

There has been a rapid increase in the number of cases treated in the public hospitals, and the average daily number of patients per 1,000 of the population has risen by over 80 per cent. since 1901.

The increase does not indicate a larger degree of sickness in the community, but is due principally to a wider knowledge concerning the benefits to be derived from expert treatment which is provided in the hospitals and to the largely increased hospital accommodation. Also the increased cost of home nursing and the scarcity of domestic labour probably cause more patients to go to hospitals for treatment.

Of the indoor patients in 1923, the metropolitan hospitals provided treatment for 55,735, and 50,411 were accommodated in the country institutions, the corresponding figures in 1911 being 29,610 and 26,954.

The number of outdoor patients, as stated, represents the aggregate of the number of distinct persons who received outdoor relief at each hospital where records are kept. The number has increased more than three-fold during the period under review. The bulk of the cases recorded in 1923 were treated at five metropolitan hospitals in or close to the city, viz., Sydney Hospital, 50,824; Royal Prince Alfred, 46,314; St. Vincent's, 39,627; Royal Alexandra for Children, 21,478; and Lewisham, 19,780. The total in the metropolitan district was 235,190, and in the country 35,581.

The following statement shows the revenue and expenditure of the public hospitals during the year 1923. The figures include particulars of the State hospitals, except those connected with the asylums for the infirm, which were excluded because it is not practicable to separate the expenditure incurred in the treatment of sickness from the expenses in respect of the ordinary functions of the asylums.

The revenue and expenditure of the Thomas Walker Convalescent Hospital, which is privately endowed, are excluded also.

Items.	Amount.			Per cent. of Total.		
	Metro- politan.	Country.	Total.	Metro- politan.	Country.	Total.
Receipts—						
State Aid	£ 281,432	£ 228,365	£ 509,797	42·5	45·3	43·7
Subscriptions, Donations, and Entertainments ...	249,519	181,271	430,790	37·7	36·0	37·0
Contributions by Patients	80,145	76,152	156,297	12·1	15·1	13·4
Miscellaneous	51,009	18,006	69,015	7·7	3·6	5·9
Total Receipts	£ 662,105	503,794	1,165,899	100	100	100
Expenditure—						
Buildings and Repairs ...	158,651	59,374	218,025	23·0	12·2	18·5
Salaries and Wages ...	241,298	185,674	426,972	35·0	38·1	36·3
Provisions, Stores, and Out- patients	232,657	200,780	442,437	33·7	43·0	37·6
Miscellaneous	57,344	32,595	89,939	8·3	6·7	7·6
Total Expenditure	£ 689,950	487,423	1,177,373	100	100	100

According to the hospital accounts the State aid received by the metropolitan institutions in 1923 amounted to £281,432, or 42·5 per cent. of the total receipts. Of this sum £78,684 represented the expenditure in connection with the Coast Hospital and the Lady Edeline Hospital; the Sydney Hospital received £46,968, the Royal Prince Alfred £66,900; and the Royal North Shore £20,205; the balance, £68,675, was distributed amongst 18 institutions; and 3 hospitals (including the Thomas Walker Convalescent Hospital) were unsubsidised. In the country districts State aid

represented 45·3 of the receipts. The amount included £33,580 for the upkeep of the Waterfall Hospital for Consumptives and the David Berry Hospital. The Newcastle and Broken Hill Hospitals received £25,156 and £19,044 respectively, and £150,585 was granted to the other institutions, only six being unsubsidised.

Subscriptions, donations, bequests, and the proceeds of benefit entertainments, etc., yielded 37 per cent. of the hospital revenue, and contributions by patients represented 13 per cent.

The growth of hospital revenue and expenditure since 1901 is illustrated in the following statement:—

Year.	Revenue.					Expenditure.			
	State aid.	Subscriptions and Donations.	Contributions by Patients.	Other.	Total.	Buildings and Repairs.	Salaries and Wages, Provisions, Stores, etc.	Other.	Total.
	£	£	£	£	£	£	£	£	£
1901	91,363	50,939	23,698	16,727	182,727	17,354	141,399	17,365	176,118
1906	109,296	85,421	31,525	16,617	242,859	26,815	179,431	18,666	224,912
1911	159,147	131,244	50,099	22,867	363,357	50,902	263,037	34,877	348,816
1916	285,385	163,018	85,551	24,981	558,935	80,182	433,339	37,546	551,067
1917	296,561	174,805	91,336	27,933	590,635	85,997	473,148	43,496	602,641
1918	318,291	243,892	97,481	52,528	712,192	97,930	534,407	54,324	686,661
1919	386,316	243,234	95,681	50,874	776,105	132,589	619,536	65,470	817,595
1920	458,818	355,870	132,230	62,054	1,008,972	159,230	765,805	68,565	993,600
1921	507,268	344,253	148,756	62,368	1,062,645	160,499	818,715	80,067	1,059,281
1922	495,740	373,584	150,265	62,030	1,081,619	155,120	819,074	83,668	1,057,862
1923	509,797	430,790	156,297	69,015	1,165,899	218,025	869,409	89,939	1,177,373

PER HEAD OF POPULATION.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1901	1 4	0 9	0 4	0 3	2 8	0 3	2 1	0 3	2 7
1906	1 6	1 1	0 5	0 3	3 3	0 4	2 5	0 3	3 0
1911	1 11	1 7	0 7	0 3	4 4	0 7	3 2	0 5	4 2
1916	3 0	1 9	0 11	0 3	5 11	0 10	4 7	0 5	5 10
1917	3 1	1 10	0 11	0 4	6 2	0 11	5 0	0 5	6 4
1918	3 3	2 6	1 0	0 7	7 4	1 0	5 6	0 7	7 1
1919	3 10	2 5	1 0	0 6	7 9	1 4	6 2	0 8	8 2
1920	4 5	3 5	1 4	0 7	9 9	1 6	7 5	0 8	9 7
1921	4 10	3 3	1 5	0 7	10 1	1 7	7 9	0 9	10 1
1922	4 7	3 6	1 5	0 7	10 1	1 5	7 7	0 10	9 10
1923	4 8	3 11	1 5	0 8	10 8	2 0	7 11	0 10	10 9

The average amount of hospital revenue per head of population has risen by two and a half times since 1901, the amount in 1923 being 10s. 8d. per head, of which State aid represented 4s. 8d. Contributions by patients showed an average of 1s. 5d. per head of population, but fees paid while in hospital do not constitute the total amount of their payments, as many of them contribute at other times in the form of subscriptions, donations, etc.

The average annual cost of maintenance per patient in hospitals, calculated on the average daily number of patients during 1923, was £152 15s., exclusive of the cost of buildings and repairs. The cost of outdoor treatment and district nursing also is excluded where the information is available, but the amount is not recorded separately in the accounts of several hospitals where large numbers of outdoor patients are treated, *e.g.*, Sydney, St. Vincent's, and Lewisham. The following statement shows the annual cost in various groups of hospitals classified according to the number of patients:—

Average daily Number Resident.	1922.		1923.				
	Number of Hospitals.	Average cost per occupied bed.	Number of Hospitals.	Average cost per occupied bed.			
				Wages.	Provisions Stores, etc.	Miscellaneous.	Total.
		£		£	£	£	£
Less than 1	7	1,859-63	6	1,421-58	703-53	651-86	2,776-97
1 to 3 ...	9	401-33	9	216-83	138-28	31-34	386-45
3 „ 5 ...	13	291-20	10	134-43	100-52	21-00	255-95
5 „ 10 ...	28	207-01	33	107-21	97-46	20-86	225-53
10 „ 15 ...	22	153-35	18	77-13	78-29	15-69	171-11
15 „ 20 ...	15	160-14	13	72-39	81-31	12-93	166-63
20 „ 25 ...	9	118-63	11	55-51	66-16	9-77	131-44
25 „ 30 ...	7	111-63	10	51-19	62-51	8-88	122-58
30 „ 35 ...	5	120-84	4	39-30	58-23	5-85	103-68
35 „ 40 ...	10	128-44	4	56-23	81-41	18-29	156-03
40 „ 100 ...	20	125-85	25	47-84	64-09	12-39	124-32
Over 100 ...	11	161-36	12	79-57	65-62	15-09	160-28
Total ...	156	151-07	155	70-24	68-27	14-22	152-73

The average cost per occupied bed decreased as the number of patients increased up to 35, where the average was £103 14s. per annum. Apparently it was higher in the larger institutions situated in the metropolitan areas or in important centres of population where expensive equipment has been installed, and many accident cases are treated daily.

On account of increased prices, wages, etc., during recent years, difficulty has been experienced in respect of many hospitals in meeting obligations and in providing accommodation for all persons seeking admission.

During the year 1923 the debit balance of the current accounts of the metropolitan hospitals increased from £268,983 to £307,496, or by £38,513, and the invested funds increased from £239,652 to £250,320, or by £10,668. In regard to the country hospitals, however, the current accounts showed a credit balance, though it declined from £27,020 at the beginning to £26,361 at the end of the year. The invested funds grew from £163,949 to £180,979.

Hospitals.	Current Account.		Invested Funds.	
	At 1st Jan., 1923.	At 31st Dec., 1923.	At 1st Jan., 1923.	At 31st Dec., 1923.
	£	£	£	£
Metropolis ...	(-) 268,983	(-) 307,496	239,652	250,320
Country ...	27,020	26,361	163,949	180,979
Total ...	(-) 241,933	(-) 281,135	403,601	431,299

(-) Indicates debit balance.

TREATMENT OF COMMUNICABLE DISEASES.

Within the State, the Board of Health is vested with authority to make provision for the treatment and prevention of infectious diseases. The Federal Government is responsible for the administration of the quarantine laws in respect of vessels, persons, and goods arriving from overseas ports.

Cases of such diseases as leprosy, bubonic plague, smallpox, scarlet fever, typhoid fever, diphtheria, infantile paralysis, cerebro-spinal meningitis, must be notified to the Board of Health. No case of typhus, yellow fever, or cholera has occurred in New South Wales. Cases of bubonic plague are rare, but an outbreak occurred between September, 1921, and July, 1922. The total number of cases reported was 35, and ten were fatal. One case which was fatal occurred in 1923. Cases of pulmonary tuberculosis must be notified in certain areas, as proclaimed.

Where necessary, provision is made for the isolation of infectious cases. In the metropolis the majority are treated at the Quarantine Station, or at the Coast Hospital. Country cases are accommodated in special wards of the local hospitals.

The following table shows the notifications of the various diseases for five years, 1920-24. Particulars relating to the deaths and death rates are shown in the chapter relating to Vital Statistics.

Disease.	1920.	1921.	1922.	1923.	1924.			
					Metro- politan. District.	Hunter River District.	Other Districts.	Total.
Typhoid Fever ...	1,015	949	706	873	254	79	435	768
Scarlet Fever ...	936	1,060	1,153	2,623	2,234	172	1,015	3,421
Diphtheria ...	5,043	6,854	4,094	3,480	2,136	405	1,823	4,364
Infantile Paralysis ...	45	184	33	103	46	7	55	108
Cerebro-Spinal Meningitis ...	34	30	21	27	17	1	11	29
Pulmonary Tuberculosis ...	1,509	1,240	1,045	1,218	932	60	104	1,096
Leprosy ...	4	2	3	...	2	...	...	2
Bubonic Plague ...	...	2	33	1	...	...	...	...

Leprosy.

Persons suffering from leprosy are segregated in the Leper Lazaret, which was opened for the admission of patients in 1883, though statutory provision for the compulsory notification of the disease and detention of lepers was not made until 1890. During 1923 one person was readmitted, five died, and one was discharged to be repatriated. In 1924 two cases were admitted, two died, and one was discharged. There were 15 inmates in the lazaret on 31st December, 1924. Their birthplaces were: New South Wales 5, Victoria 1, Northern Territory 1, England 1, Sweden 1, Greece 1, 1 was born in China, 2 in the Pacific Islands, 1 in Java, and 1 was an Australian aboriginal. The cost of management was £3,097, or an average of £208 16s. per inmate.

Tuberculosis.

A remarkable reduction in the mortality from tuberculosis from 15 to 6 per 10,000 of population has been effected since the enactment of the Dairies Supervision Act of 1886, the Pure Food Act of 1908, and other legislation for the protection of the food supply from insanitary conditions, but the fact, as shown in the chapter Vital Statistics, that tuber-

culosis causes 6 per cent. of the deaths in New South Wales demonstrates the necessity for further drastic measures to prevent the spread of the disease.

Pulmonary tuberculosis was proclaimed as notifiable in the Metropolitan and Newcastle districts in 1915, and in the Blue Mountains tourist district in 1916. The Board of Health may prohibit affected persons from working in connection with preparation or packing of food.

For the treatment of cases of tuberculosis there are four special institutions which are classified as public hospitals, viz., the State Hospital at Waterfall, the Queen Victoria Homes for Consumptives at Wentworth Falls and Thirlmere, and the R. T. Hall Sanatorium at Hazelbrook. Tuberculosis cases are received also at the Sacred Heart Hospice for the Dying, Sydney, and at private hospitals. At the hospitals attached to the State asylums at Rookwood and Newington, accommodation is reserved for a limited number of tuberculous patients, and arrangements have been made with the Government of South Australia to provide sanatorium treatment in that State for patients from Broken Hill.

The Waterfall Hospital is the largest institution for the treatment of persons suffering from pulmonary tuberculosis. It contains 419 beds, and 633 males and 292 females were treated during 1923. The expenditure was £31,279; the average cost of treatment, excluding buildings, repairs, etc., was £81 14s. per occupied bed.

The dispensary system for the treatment of tuberculosis was inaugurated in Sydney in 1912 by the National Association for the Prevention and Cure of Consumption, when a dispensary was opened in the city. Throat and chest dispensaries have been established also in connection with three Metropolitan hospitals, and at Newcastle. Medical advice is given to patients, and nurses are employed to visit their homes and instruct the inmates in precautionary measures to prevent the spread of the disease.

Venereal Diseases.

The treatment of venereal diseases is regulated under the Venereal Diseases Act, 1918, which came into operation on 1st December, 1920. It prescribes that all persons suffering from such diseases must place themselves under treatment by a qualified medical practitioner, and must remain under treatment until cured. Medical practitioners are required to notify all cases to the commissioner appointed under the Act. Treatment by unqualified persons is prohibited, also the sale of certain drugs used in connection with these diseases, except when prescribed by a qualified medical practitioner.

Clinics have been established at five metropolitan public hospitals, and free treatment is provided at all subsidised hospitals, drugs and instruments being supplied by the Government. Special wards for these cases have been opened at the Coast Hospital and at the Newington and Liverpool State Hospitals, and an Act was passed in 1923 to sanction the construction of an isolation block in connection with the Royal Prince Alfred Hospital. The notifications during the year 1923 numbered 6,829, of which 6,387 cases were notified in the metropolitan area and 92 in the Newcastle district. Public hospitals and clinics notified 4,172 cases, and 2,657 notifications were made by 438 private medical practitioners. Prisoners suffering from venereal disease are detained for treatment in lock hospitals, in terms of the Prisoners Detention Act. Particulars are given in the chapter relating to Prison Services.

TREATMENT OF MENTAL DISEASES.

The law relating to persons suffering from mental diseases is contained in the Lunacy Act of 1898. Its provisions apply mainly to those who may

be certified as insane and incapable of managing their affairs. Such persons may be admitted to an institution, if certified by two qualified medical practitioners, either at the request of relatives or friends, or upon the order of two Justices of the Peace. But relatives have the right of custody of insane persons brought before the Justices if they can give a satisfactory assurance that proper care will be taken of them. Persons found to be insane by proceedings before the Supreme Court in its lunacy jurisdiction may be admitted to mental hospitals upon the order of the Judge. The influx of insane persons to New South Wales is restricted under the Lunacy Act, which renders the owner, charterer, agent, or master of a vessel liable for the maintenance of any such person landed in the State.

The estates of persons proved to be incapable, through mental infirmity, of managing their affairs, are placed under the management and care of the Master in Lunacy.

Mental Hospitals.

The Government has set apart a number of institutions for the reception and treatment of insane persons, and private institutions may be licensed for the purpose. Licenses may be granted also for the reception of a single patient, but unauthorised persons are not permitted to take charge for profit of a person of unsound mind. All institutions for mental cases, including reception houses, etc., for their temporary accommodation, are subject to inspection by the Inspector-General of Mental Hospitals. With his consent, harmless patients may be boarded out or released on leave, or they may be discharged to relatives or friends who undertake to care for them.

There are nine Government mental hospitals, in addition to a hospital for criminal insane, and three private institutions licensed to receive mental patients. Under an arrangement with the Government of South Australia, patients from Broken Hill are accommodated in a hospital in that State, the cost of their maintenance being paid by the Government of New South Wales.

At 30th June, 1924, there were in the mental hospitals and licensed houses in New South Wales 7,596 patients—4,277 males and 3,319 females; in the South Australian hospitals there were 17 men and 16 women from this State; 219 men and 330 women were on leave from the institutions; so that the total number of persons under cognisance as being of unsound mind was 8,145, consisting of 4,496 males and 3,649 females. The number at intervals since 1901 is shown below:—

At end of Year.	Number of Mental Patients.			Proportion per 1,000 of Population.		
	Males.	Females.	Total.	Males.	Females.	Total.
1901	2,684	1,804	4,488	3·72	2·75	3·26
1911	3,810	2,573	6,383	4·27	3·18	3·75
1916	4,264	3,020	7,284	4·50	3·21	3·86
1917	4,339	3,048	7,387	4·51	3·17	3·84
1918	4,416	3,212	7,628	4·48	3·29	3·89
1919	4,359	3,236	7,595	4·18	3·25	3·72
1921*	4,510	3,432	7,942	4·21	3·33	3·78
1922*	4,497	3,500	7,997	4·11	3·32	3·72
1923*	4,456	3,569	8,025	3·99	3·32	3·66
1924*	4,496	3,649	8,145	3·96	3·34	3·66

* At 30th June.

The proportion of the population who were under official cognisance as mental patients increased slowly until 1918. In the following year 180 patients died during an epidemic of influenza, and the proportion declined. During the last three years there has been a slight decline. In order to ascertain the general rate of insanity amongst the population, it would be necessary to take into consideration the patients treated in their homes, and those suffering from mental disorders in a form which does not warrant certification as insane nor compulsory detention in a mental hospital.

It is considered a grave defect in the law that it does not make provision for the treatment of persons in the early stages of mental derangement, when specialised care is most likely to be beneficial. Steps towards meeting the needs of such persons were initiated recently by the establishment of a psychiatric clinic, where voluntary patients suffering from the milder forms of mental and nervous disorders are received upon their own request. During the year 1923-24 the number of resident patients under treatment was 367, and there were 108 in the institution at 30th June, 1924. Outdoor treatment is provided also.

Reception houses have been established in Sydney, Newcastle, and Kenmore (Goulburn), where persons showing symptoms of mental diseases are placed under observation and cases of short duration are treated. The number under observation and care during 1923-24 was 1,675, and 993 were transferred to mental hospitals. At the State Penitentiary at Long Bay 75 persons were under observation during the year, and 23 were sent to mental institutions.

The number of admissions and readmissions to mental hospitals during the last five years are shown below:—

Year ended 30th June.	Admissions.			Re-admissions.		
	Males.	Females.	Total.	Males.	Females.	Total.
1919*	726	560	1,286	104	94	198
1921	711	622	1,333	115	106	221
1922	684	552	1,236	135	106	241
1923	563	457	1,020	104	118	222
1924	679	508	1,187	95	114	209

* Calendar Year.

Of the admissions and re-admissions in 1923-24, natives of New South Wales numbered 799, England 249, Ireland 71, Scotland 48, other British countries 171, foreign countries 58.

During 1923-24 the number of patients who died in mental hospitals was 572, or 7.7 per cent of the average number resident; 535 persons, or 7.2 per cent., were discharged as recovered; and 152, or .2 per cent., as relieved.

The records of persons admitted during 1923-24 show that, among the exciting causes of insanity, mental anxiety and intemperance in drink were the most prominent. Among predisposing causes the most important were old age, congenital defects, and hereditary influence.

The average weekly cost of maintaining mental patients in Government institutions during the year 1923-24 was 26s. 4d. per patient, of which the

State paid 22s. 8d., the balance being derived from private contributions. The following table shows the average weekly cost per patient during the last five years:—

Year ended 30th June.	Annual Cost of Maintenance of Patients.	Cost of Maintenance per Patient per week.		
		To State.	Private Contributions.	Total.
	£	s. d.	s. d.	s. d.
1919*	391,517	18 2·1	2 11·9	21 2
1921	512,797	23 9·9	3 3	27 0·9
1922	497,711	21 6·7	4 0·9	25 7·6
1923	476,181	20 9	3 8	24 5
1924	518,727	22 8	3 8	26 4

* Calendar Year.

Variations in the cost of maintenance are due mainly to changes in rates of wages and in the prices of provisions. The cost of voluntary patients is included. During the year ended June, 1924, salaries and fees amounted to £315,251; the cost of provisions, stores, etc., was £171,453; fuel, light, and water, £22,456; and miscellaneous items, £9,567. These amounts are exclusive of the value of the farm products grown and consumed at the institutions, viz., £24,487.

DEAF-MUTISM AND BLINDNESS.

The number of persons who were deaf and dumb, as ascertained at the census of 1921, was 761, equivalent to one person to every 2,762 of the population, and the number of persons afflicted with blindness was 1,057, or one person in every 1,989.

A classification of deaf mutes and blind persons, according to ages, is shown below:—

Age Group. Years.	Deaf Mutes.			Blind Persons.			Proportion per 1,000 of Population.	
	Males.	Females.	Total.	Males.	Females.	Total.	Deaf Mutes.	Blind.
14 and under	89	86	175	39	26	65	·26	·10
15-39	205	158	363	137	73	210	·42	·24
40-64	81	92	173	220	132	352	·37	·76
65 and over..	21	29	50	234	196	430	·55	4·76
Total ..	396	365	761*	630	427	1,057*	·36	·50

* Includes 1 male and 2 female blind deaf mutes.

The care and education of the deaf and dumb and the blind are undertaken at several institutions. The New South Wales Institution for the Deaf and Dumb and the Blind is maintained partly by Government subsidy and partly by public subscriptions. Special educational courses are provided, the fees being remitted in cases of financial inability. The Sydney Industrial Blind Institute undertakes the care of the adult blind, and provides industrial training to enable them to earn a livelihood. Homes for the blind are conducted in connection with this institution, and

a free circulating library of embossed books is provided. Institutions for the instruction of deaf mutes are conducted by Roman Catholic religious societies at Waratah for girls, and at Castle Hill for boys.

Under the Commonwealth invalid pension system provision is made for the payment of pensions to permanently blind persons above the age of 16 years.

WELFARE OF CHILDREN.

The Child Welfare Act of 1923 amended and consolidated the principal laws relating to the welfare of children in New South Wales, viz., the State Children Relief Act, 1901, the Children's Protection Act, 1902, the Infant Protection Act, 1904, and the Neglected Children and Juvenile Offenders Act, 1905.

The provisions of the Child Welfare Act which relate to neglected or uncontrollable children, juvenile offenders, and to children in institutions, apply to boys and girls under 18 years of age, and the other sections to children under 16 years. The Act authorises two forms of State relief in regard to neglected and destitute children, viz., (1) for those children who by reason of the death or neglect of parents and guardians, or for other reasons, have become wards of the State; and (2) the granting of assistance towards the maintenance of their own children to widows, deserted wives, wives whose husbands are incapacitated or imprisoned, and to mothers of illegitimate children.

The Child Welfare Act contains provisions for protecting children from ill-treatment and neglect, for preventing their employment in dangerous occupations, and for regulating their employment in public performances and in street trading, and the maintenance of young children apart from their parents in foster homes and in institutions.

Special Courts, called Children's Courts, are maintained to deal with cases relating to juvenile offenders and neglected and uncontrollable children, and to adjudicate in regard to affiliation proceedings.

Legal provision for the adoption of children is made by the Child Welfare Act, 1923, as amended in 1924, orders for adoption being granted by the Supreme Court.

Orders of a magistrate to compel parents to meet the obligation of maintaining their legitimate children are made in terms of the Deserted Wives and Children's Acts of 1901 and 1913. Special legislation has been passed to facilitate reciprocity with respect to the enforcement of maintenance orders between New South Wales and other parts of the British Empire.

In relation to the preservation of infant life a Federal law, passed in 1912, authorises the payment of an allowance of £5 to mothers, which assists in defraying the expenses incidental to childbirth. The Notification of Births Act of 1915 requires that in proclaimed districts the health authorities must be notified within thirty-six hours of the birth of a child. By this means cases in which advice or assistance is needed are brought under cognisance at a stage when measures to safeguard the health of infants are most efficacious.

The Royal Society for the Welfare of Mothers and Babies has been incorporated by an Act passed in 1919. It was established under the ægis of the Government in the previous year with the object of co-ordinating all measures for the welfare of mothers and babies.

The use of tobacco by juveniles and the supply of intoxicating liquor to them is prohibited under the Juvenile Smoking Suppression Act and the Liquor Act respectively, and the Public Instruction Act requires children between the ages of 7 and 14 years to attend school regularly. The employment of children in factories and industrial apprenticeship are subject to laws which are discussed in the chapters relating to the Manufacturing Industry and to Employment and Production.

Maternity Allowances.

The Maternity Allowances Act of the Commonwealth, which came into operation on 10th October, 1912, provides for the payment to mothers of a sum of £5 in respect of each birth occurring in Australia. Payments are made in respect of still-born children if viable, but one allowance only is payable in the case of plural births. The allowances may be paid only to women who are inhabitants, or who intend to settle in the Commonwealth, and they are not payable to Asiatics or to aboriginal natives of Australia or of the Pacific Islands.

The following statement shows the number of claims passed for payment in New South Wales in each year up to 31st December, 1924, in comparison with the number of confinements:—

Year.	Confinements. (excluding Still- births).	Maternity Allowances.	
		Claims passed for payment.	Amount.
			£
1912, from 10th October ...	13,304	5,604	28,020
1913	51,587	51,564	257,820
1914	53,042	53,690	268,450
1915	52,280	52,028	260,140
1916	51,511	51,992	259,960
1917	51,834	52,600	263,000
1918	50,149	50,320	251,600
1919	47,990	48,510	242,550
1920	53,368	54,710	273,550
1921	54,047	54,390	271,950
1922	54,641	55,900	279,500
1923	53,602	54,600	273,000
1924	53,125	54,130	270,650
Total	640,480	640,038	3,200,190

It is apparent that all classes of the community, not only those in needy circumstances, claim the benefit provided by the Act, and since its introduction it has become customary to register births within a week, though the Registration Act allows a period of sixty days. In each of the last nine years the number of claims passed for payment exceeded the number of confinements. This is due mainly to the fact that still-births are not included in the number of confinements, though maternity allowances are paid in respect of the births of viable children.

Baby Health Centres and Day Nurseries.

Facts relating to infant mortality, as shown in the chapter on Vital Statistics, indicate that a large proportion of the deaths are due to preventable causes, the result in many cases of parental ignorance. Recognising the need for reducing the wastage, the Sydney Municipal Council in 1904 inaugurated a movement for the instruction of mothers in hygiene, and appointed a trained nurse inspector to visit the homes of newly-born infants. As a result there was a marked improvement in the rate of infantile mortality in the district. Some years later a charitable organisation established a clinic where advice was given to mothers. In 1914 the Government undertook the work and opened baby health centres in various parts of the city and suburbs, and subsequently in country towns.

A staff of nurses and an honorary medical officer are attached to each centre. The nurses instruct the mothers in hygiene at the centres and in their homes, and make arrangements for medical or dental treatment of mothers and children when necessary.

In 1924, there were 50 centres, viz., 28 in the metropolitan area, 9 in Newcastle, 3 in Wagga, 4 in Broken Hill, 2 at Cessnock and at Kurri

Kurri, 1 at Maitland and at Lithgow. During the year 1924 the attendances numbered 163,489, and the nurses made 77,575 visits to cases within the areas served by the centres. The corresponding figures for the previous year were 136,236 attendances and 62,602 visits.

The Royal Society for the Welfare of Mothers and Children has established two welfare centres in the city. A State baby health centre is located in each, also a day nursery, kindergarten, playground, and a milk and ice depot. The Society conducts two training schools, where nurses may receive post-graduate training in infant hygiene and mothercraft. Nurses attached to the baby health centres are required to undergo this course, and arrangements have been made to train the nurses engaged by the Bush Nursing Association. About 150 nurses have completed the course, including some from other States. Associations of medical practitioners and of nurses, charitable organisations, and institutions for children are affiliated with the Society, the main objects being to save baby life, to ameliorate the conditions of life of children up to school age, and to ensure proper nursing and health conditions of mothers before and after childbirth.

Three day nurseries have been established in the metropolis by the Sydney Day Nursery Association. Mothers who work outside their homes may leave their children at the nurseries during the daytime for the sum of 6d. per day. Food, clothing, and medical advice are provided, also kindergarten tuition. The average attendance is about 90 per day.

In the outlying country districts nurses engaged by the Bush Nursing Association afford assistance to mothers and advise them as to the feeding and treatment of children.

Adoption of Children.

The Child Welfare Act of 1923, as amended in 1924, makes legal provision for the permanent adoption of children upon order of the Supreme Court in its equitable jurisdiction. Application for an order of adoption of a girl under 16 years of age may be made by a husband and wife conjointly, by a married woman with the consent of her husband, by a woman who is at least 18 years older, or by a married man at least 30 years older than the child. Application for the adoption of a boy under 16 years may be made by a husband and wife conjointly, by a married man with the consent of his wife, by a man 18 years older, or a woman 30 years older than the child. Application to the Court may be made by adopting parents or by the Minister of Public Instruction on their behalf. Before granting an application, the Court must be satisfied that the adopting parent is fit to have care of the child and to maintain him, and that the child's interests will be promoted by the adoption. If over 12 years of age, the child's consent is necessary, unless the Court dispenses with it owing to special circumstances. Consent must be obtained also of the parents, if living; of the mother of the child, if illegitimate; or of the guardian, if the child has a guardian. It is not necessary, however, to obtain the consent of any person who has deserted or abandoned the child.

An order of adoption terminates all rights and liabilities between the child and his natural parents, except the right to inherit property by reason of kinship. An adopted child is deemed to be the child of the adopting parent for all purposes, civil and criminal, and as regards all legal and equitable rights and liabilities, but does not acquire any right to inherit property under deed, will, etc., unless expressly stated in the document, nor to property limited to heirs of the body or transmitted to next of kin of a child or any kindred of the adopting parent. An adopted child takes the surname of his adopting parent in substitution for his own

surname, and orders of adoption are registered by the Registrar-General. Application for orders of adoption may be heard in open court, or in public or in private chambers.

Children under State Supervision.

The function of supervising the children under the care of the State was vested in the State Children Relief Board until the Child Welfare Act was proclaimed in December, 1923, and its powers were transferred to the Minister for Education. The executive functions of the Child Welfare Department are conducted by a secretary and staff of salaried officers, including a number of inspectors, and provision is made for the appointment of advisory committees to exercise such powers as may be prescribed.

The Government may establish shelters for the reception and temporary detention of children, industrial schools, and homes for cases requiring segregation or special treatment, and the Children's Courts may order near relatives to pay the cost of maintaining children therein. Children in institutions may be apprenticed or placed out in suitable employment or may be discharged to the custody of parents or other suitable persons. Places used for the care of children under 7 years of age apart from their mothers must be licensed, and they are subject to inspection by State officers.

The gross amount expended by the Government during the year ended 31st December, 1923, on account of the services of the State Children Relief Department, was £430,871. Of this amount, £128,596 represented the cost of maintenance of children boarded out apart from their parents; and allowances to widows and deserted wives towards the support of their own children amounted to £270,492. Contributions by parents and relatives and repayments of maintenance allowance amounted to £12,560.

The following statement shows the annual expenditure of the Department at intervals since 1901-02:—

Year ended April.	Boarding-out.		Cottage Homes.	Children's Protection, Infants' Protection and Neglected Children Acts, etc.	Total Expenditure.	Contributions by Parents and other Revenue.	Net Expenditure by Government.
	State Wards.	Children of Widows, etc.					
	£	£	£	£	£	£	£
1902	43,010	19,262	3,371	73	65,716	1,542	64,174
1912	46,001	33,742	13,243	10,187	103,173	4,361	98,812
1916	57,996	76,989	11,599	10,047	156,631	6,357	150,274
1917	64,378	79,405	17,892	12,828	174,503	5,880	168,623
1918	63,534	89,364	14,428	16,030	183,356	6,580	176,776
1919	73,680	108,228	12,729	16,870	211,507	7,670	203,837
1920	85,554	133,390	20,628	17,794	257,366	6,674	250,692
1921	109,963	223,583	27,661	29,445	390,652	7,713	382,939
1922	133,555	263,945	30,185	29,941	457,626	8,921	448,705
1923	138,854	289,201	20,120	26,446	474,621	11,210	463,411
1923*	128,596	270,492	17,737	26,606	443,431	12,560	430,871

* Year ended 31st December.

The increase in recent years in the amount expended in connection with the children boarded out is due partly to an increase in the number of children, but in a greater degree to increases in the rates of payment, owing to higher cost of living. Thus, in 1916, the average rate of payment for children boarded out apart from their parents was about 5s. 6d. per week, and for children with their mothers 4s. 6d. In 1923, the weekly rate for children apart from their mothers was 15s. up to 1 year of age and 10s. from 1 to 14 years, and the rates for children with their mothers ranged up to 10s.

The number of children under the supervision of the State, classified in accordance with the statutory provisions under which they were controlled, is shown in the following statement. The figures for dates prior to December, 1923, relate to the month of April following the year stated. The number in December, 1923, was 22,645.

Classification.	1911.	1915.	1920.	1921.	1922.	1923.
State Wards	4,677	5,081	5,403	5,439	5,078	5,205
Children of Widows, etc. ...	4,453	7,310	12,839	11,854	11,852	12,039
In institutions	263	500	579	689	697	688
Foster homes	559	693	294	290	316	326
Employed in theatres	216	180	400	280	580	630
Engaged in street-trading ...	856	695	1,058	1,543	1,836	1,715
On probation from Children's Courts	1,148	1,566	1,679	1,381	2,391	1,962
Total	12,172	16,025	22,252	21,476	22,750	22,645

There are a number of children in institutions conducted by religious bodies and other organisations where they have been placed by their guardians in preference to being boarded out under the State system. Some of the institutions receive children from the Children's Courts. Those in which children under the age of 7 years are received must be licensed under the Child Welfare Act. In a few cases the parents contribute towards the support of the children, but usually they are maintained by the organisations which conduct the establishments.

At the end of the year 1923 there were 3,446 children in these charitable institutions.

Institutions.	1911.	1916.	1921.	1923.		
				Boys.	Girls.	Total.
General Public	467	318	405	261	227	488
Church of England	207	162	326	115	258	373
Roman Catholic	1,051	1,178	1,575	712	1,052	1,764
Methodist	27	127	55	13	46	59
Presbyterian	5	53	360	289	192	481
Salvation Army	48	179	279	160	119	279
Hebrew ... ..	...	...	3	1	1	2
Total	1,805	2,017	3,003	1,551	1,895	3,446

The figures in the foregoing table include the inmates under 7 years of age who were under the supervision of the State in terms of the Acts consolidated by the Child Welfare Act.

Particulars are shown below regarding the operations during the last five years under the clauses of the Children's Protection Act, which required the registration of foster homes in which children up to the age of 3 years were placed for payment.

Particulars.	1918.	1919.	1920.	1921.	1922.	1923.
Foster Homes Registered	110	40	30	26	57	98
Children Registered	927	762	693	612	638	708
„ Died	8	13	15	11	1	8
„ Discharged from Supervision	488	394	334	311	321	374
„ Under Supervision at 31st December	431	355	294	290	316	326

The law regarding the reception of children in foster homes, as amended by the Child Welfare Act, 1923, prescribes that such places must be licensed if one or more children under 7 years are received. No person, without a written order of the Court, may receive a child under 7 years of age to be maintained apart from its mother in consideration of the payment of money. The payments must be by periodical instalments, and the instalments may not be paid for more than four weeks in advance, nor exceed the sum of 30s. per week.

State Wards.

In New South Wales it is an accepted principle that when it is necessary for the State to interfere with the conditions of family life in the children's interests, the children should be reared in the natural surroundings of a home. Therefore the boarding-out system has been adopted in regard to State wards, and treatment in institutions is restricted to special cases.

The boarding-out system was inaugurated in 1881, control being vested in the State Children Relief Board. Under the Child Welfare Act the Minister for Education or person authorised by him is the authority to admit children to State control, and to board them out, etc.

The supervision is undertaken by salaried inspectors, whose efforts are supplemented by honorary officers. Women inspectors visit infants placed out apart from their mothers, and all such infants in the metropolitan area must be submitted to medical examination every fortnight during the first twelve months of life.

The children are boarded out until they are 14 years of age to approved persons, the maximum number of children under the care of one guardian being three, except in cases of families comprising a greater number, brothers and sisters being placed usually in the same home. Preference is given to districts with favourable climatic conditions and with facilities for education and for supervision by inspectors.

The State wards may be apprenticed with suitable employers or they may be restored to the custody of parents or other suitable persons. The children may be supervised for two years after their period of boarding out or apprenticeship has terminated.

For apprentices, the terms of indenture prescribe a wage payment and pocket-money on a specified scale, the wages being banked half-yearly to the credit of the apprentice. One-third of the accumulated amount is paid over on completion of the apprenticeship, the balance remaining at interest till age 21 is attained, unless exceptional circumstances arise, when the Board may allow the money to be paid earlier. The majority of the girls are apprenticed in domestic service, and the boys to farmers, orchardists, and artisans in country districts.

The State wards in December, 1923, consisted of 2,795 boys and 2,410 girls, and they were distributed as follows:—

Classification.	Boys.	Girls.	Total.
Boarders—Subsidised	2,123	1,744	3,867
Unsubsidised	131	170	301
Adopted	113	187	300
Apprentices	426	306	732
Other	2	3	5
Total	2,795	2,410	5,205

Of the children under supervision in December, 1923, only 156 were in cottage homes or depots, and 5,049 were living in private homes as boarders, apprentices, or adopted children.

Relief of Children of Widows, etc.

A most important provision of the Child Welfare Act provides for contributions towards the support in their own homes of the children of widows in necessitous circumstances and of wives deprived of their husbands' support through desertion, illness, infirmity, or imprisonment. Relief in this form had been distributed by the State Children Relief Board before the Child Welfare Act came into operation, and the Act authorised the payment of contributions to mothers of illegitimate children also. In 1923 contributions were paid to 4,416 mothers for the support of 12,039 children.

Deserted Children.

In cases of desertion of wife or of legitimate children, the husband or father may be ordered, in terms of the Deserted Wives and Children Acts, to pay weekly or monthly contributions for their support. Cases in relation to illegitimate children were dealt with under the Infant Protection Act, which was consolidated by the Child Welfare Act. The father may be ordered to pay the expenses incidental to birth and to make periodical payments for maintenance. In certain cases the mother also may be required to contribute. For disobedience of or non-compliance with orders under these Acts offenders may be fined, or they may be committed to prison, and from the value of their work while in prison the cost of their upkeep may be deducted and the balance applied to the satisfaction of the orders.

The Interstate Destitute Persons Act of 1919, which was proclaimed in 1921, makes provision for reciprocity with the other Australian States for executing summonses for maintenance and for enforcing maintenance orders, and the Maintenance Orders (Facilities for Enforcement) Act, 1923, provides for reciprocity between New South Wales and other parts of the British Empire for such orders except orders of affiliation.

The following statement shows the number of cases in respect of wife and child desertion dealt with in the Courts of Petty Sessions and the Children's Courts during the year 1923:—

Cases.	Applications for Orders.			Non-compliance with Orders.		
	Order made.	Order refused.	Case with-drawn.	Order obeyed subse-quently.	Defend-ant im-prisoned.	Case with-drawn or dis-missed.
For maintenance—Wife ...	1,100	177	774	1,679	338	774
Child ...	650	42	255	1,797	167	557
For expenses (Infant Protection Act)	187	17	105	329	66	369
Total	1,937	236	1,134	3,805	571	1,700

In regard to three applications for orders, the mothers were respondents. In one case an order was made, and in the others it was refused. Two women were charged with non-compliance with orders. In one case the order was obeyed subsequently, and the other case was withdrawn.

Delinquent Children.

Since 1905 cases of juvenile offenders under the age of 16 years have been dealt with in the Children's Courts, by magistrates with special qualifications for the treatment of delinquent children. Under the Child Welfare Act the jurisdiction of the Children's Courts extends to offenders up to 18 years of age.

Leniency is an outstanding feature in the treatment of the young offenders, and a large number are released after admonishment, or on probation, committal to an institution being a final resort. The children brought before the courts are classified into distinct groups, according to the special treatment they require, consideration being given to the character of the child and the circumstances surrounding the committal of the offence, the home environment, the character of the parents, and the nature of their control.

While awaiting the determination of their cases, or transfer to institutions, the children are accommodated in shelters in proximity to the courts. The children on probation are under the supervision of the Child Welfare Department.

Children committed to institutions may be detained in custody until the expiration of the period specified by the Court, or until reaching the age of 18 years. They may be indentured as apprentices with suitable employers or restored to the custody of parents or guardians.

A Truant School is conducted at Guildford for the detention of boys under 14 years of age who are persistent truants. The average period of detention is between two and three months. The gross enrolment during 1923 was 173, and the average daily attendance 58.

The other State institutions for the reformation and training of delinquent children are the Farm Home for Boys at Mittagong, the Gosford Farm Home for Boys, and the Girls' Industrial School at Parramatta. Under certain conditions children may be committed to approved institutions established by the religious organisations.

The Mittagong Farm Home is primarily for the reception of children who require treatment before being released on probation, and others guilty of minor delinquencies. The Gosford institution is for older boys, who need stricter discipline or who show tendencies liable to be developed into criminal habits, and for those who have failed to respond to probation or to treatment in the Mittagong Farm Home. At Gosford 184 boys were admitted during the year 1923, and 177 were discharged. The number at the end of the year was 107. At Mittagong there is a daily average of 320 boys, about 600 being admitted each year. The Industrial School for Girls at Parramatta is divided into two branches for the purpose of classifying the inmates, and a training home is attached. The institution receives uncontrollable girls between the ages of 13 and 16 years. During the year 1923 the number of girls admitted was 69, and 91 were discharged. The number remaining at 31st December, 1923, was 121.

Mentally-deficient Children.

There is not a comprehensive system for the treatment of feeble-minded children in New South Wales, though it is recognised that much juvenile delinquency is the result of mental deficiency, and a number of the children brought before the Children's Courts are tested mentally by medical officers.

Special accommodation is available in the State mental hospitals for children who may be classed as lunatics or idiots, and four of the cottage homes for State wards are reserved for the feeble-minded, the older boys being trained in such trades as bootmaking, tailoring, toymaking, and carpentering, as well as in outdoor work. Provision is necessary, however, for all children incapable of acquiring education in the ordinary schools, who with special tuition may be taught to engage in useful employment under supervision. The matter is receiving attention, and a contract has been arranged for the erection of a special school at Glenfield. The site is 110 acres in extent, and the buildings will cost £39,000.

Employment for Children.

In other chapters of this volume particulars are shown regarding the employment of children in factories and as apprentices. There are two classes of employment in which children may not be employed except under license, viz. in public theatrical performances and in street trading.

Theatre licenses were issued under the Children's Protection Act. In the metropolitan district they were issued to children over 7 years of age, but children under 14 years were not allowed to travel with touring companies. Under the Child Welfare Act licenses may be issued in respect of children over 7 years, subject to such restrictions and conditions as the Minister may think fit. The licenses may be rescinded at any time upon sufficient cause being shown.

Licenses to engage in street trading are issued under the Child Welfare Act, street trading being defined as hawking newspapers, matches, flowers or other articles, singing or performing for profit, or any like occupation conducted in a public place. Girls are not allowed to engage in street trading, and all boys under 16 years must be licensed. The minimum age at which a license is granted is 12 years, and in case of certain occupations, 14 years. Licenses are renewable half-yearly, and licensees are required to wear a metal arm-badge whilst trading.

Precautions are taken by supervisors to ensure the regular school attendance of licensees under 14 years of age. Boys between the ages of 12 and 14 may trade between the hours of 7 a.m. and 7 p.m.; and boys over 14 years of age, between 6 a.m. and 10 p.m.

Particulars relating to the licenses issued during the last five years are shown below, the figures for theatre licenses being for the calendar years stated, and those relating to street trading licenses for the years ended three months later:—

Year.	Theatre Licenses issued.	Street Trading Licenses.			
		Applications by Boys.			Licenses Granted.
		Under 14 years of age.	14 to 16 years of age.	Total.	
1919	320	882	374	1,256	1,216
1920	400	749	369	1,118	1,058
1921	280	990	595	1,585	1,543
1922	580	1,169	721	1,890	1,836
1923	680	1,263	501	1,764	1,715

The majority of the street trading licenses are issued to newspaper vendors; 1,723 applications in the period ended March, 1924, were for hawking newspapers, and 41 for hawking other articles.

Medical Inspection of School Children.

A system of medical inspection of school children was organised in New South Wales in 1913, and arrangements have been made by means of triennial examinations to examine each child at least twice during the period of school attendance (which is compulsory between the ages of 7 and 14 years). The inspections are conducted by a staff attached to the Department of Education consisting of 19 medical officers, 19 dentists (including 8 only partly employed in school work), 8 nurses, and 15 dental assistants.

Parents are notified of their children's defects, and are urged to have them treated. In the Metropolitan district children may be treated as out-

door patients at hospitals, or at the school dental clinics, two in number. In the country, there are a travelling hospital and 9 travelling dental clinics, and 2 school oculists treat defects of vision. One of the oculists is in charge of the travelling hospital, and its staff includes two dentists, a nurse, and a dental assistant.

During 1923, the children examined by the staff of the travelling hospital numbered 3,598, and 3,187 were treated. At the dental clinics 6,465 children were treated in Sydney, and 14,614 by the travelling clinics.

Excluding those examined by the travelling hospital, 98,658 children were examined during 1923; those notified as requiring treatment numbered 49,599, or 50·2 per cent.

During the triennium, 1921-23, the number of school pupils examined was 230,967. Of this number, 50 per cent. were found to have defects. The chief defects were dental, 89,234 cases, or 34 per cent. of the total defects; nose and throat, 32,118 cases, or 14 per cent.; vision, 12,741 cases, or 6 per cent.; hearing, 6,604 cases, or 3 per cent. The number of children treated subsequently represented 50·4 per cent. of those found to have defects.

CHARITABLE RELIEF.

In addition to hospitals for the treatment of sickness or disease, there exist both in the metropolis and in the country other institutions, such as homes for the aged and for children, also societies for granting casual aid to indigent persons, and for the help of discharged prisoners.

The State maintains five asylums, others are maintained partly by State aid and partly by private contributions, and a few are wholly dependent on private aid.

Four of the State asylums are for men and one is for women. These institutions were established as asylums for aged and destitute persons, but since the introduction of the old-age pension system the character of the work of three of the institutions has changed considerably, and they are used to a large extent for the treatment of chronic ailments. They contain special wards for persons suffering from cancer, tuberculosis, and venereal diseases.

The average number resident in the State asylums during the year 1923 was 3,323, as compared with 3,249 during the previous year. The average cost per inmate was £37 4s. 1d. In the hospitals attached to the three institutions 5,956 cases of illness were treated during 1923—males, 4,878, and females 1,078—and at the end of the year 1,405 cases remained under treatment.

The total number of inmates in the charitable institutions during the year 1923 was 26,675 persons, including 10,360 children. The discharges numbered 17,148, and the deaths 949. The number remaining at the end of the year was 8,578, viz., 3,009 men, 1,401 women, and 4,168 children. The revenue amounted to £811,055, including State aid, £584,867; and the expenditure to £852,007. The value of the outdoor relief afforded by the institutions was estimated at £23,512.

A number of societies are active in the matter of charitable relief, *e.g.*, nursing, ambulance, and shipwreck relief; and in many suburbs and country towns benevolent societies have been formed for the relief of local distress.

For the purpose of organising and controlling the ambulance and transport services a board has been incorporated under an Act passed in 1919 and amended in 1924. The board delimits certain districts for administrative purposes, and in each district a committee is elected annually by the contributors to its funds.

The District Nursing Association and the Bush Nursing Association engage nurses to visit the sick, gratuitously if needed, the former in the metropolitan and the latter in the country districts. Public charitable collections are made periodically for the relief of distress or with the object of increasing the revenue of hospitals and charitable agencies. In the Metropolitan district during 1923-24 the Hospital Saturday Fund collected voluntary subscriptions and donations amounting to £32,786, and the United Charities Fund, £6,756.

The following is a comparative statement of the revenue and expenditure of the charitable institutions and societies:—

Particulars.	1901.	1911.	1916.	1921.	1923.
Institutions and Societies	160	190	202	204	225
Revenue—	£	£	£	£	£
State Aid	153,752	192,941	317,429	668,044	638,705
Subscriptions, etc.	34,906	78,786	109,901	229,547	271,930
Other	44,999	67,519	81,841	68,363	76,429
Total	233,657	339,246	509,171	965,954	987,064
Expenditure—					
Buildings and Repairs	40,247	21,063	24,617	41,771	71,264
Maintenance, Salaries, Wages ...	174,679	293,460	448,097	871,475	875,090
Other	39,008	11,142	24,981	39,371	80,018
Total	253,934	325,665	497,695	952,617	1,026,372

Financial aid from the State in 1923 amounted to £638,705, or nearly 65 per cent. of the total revenue. It included £593,234 paid by the State in respect of Governmental charitable institutions and the Aborigines Protection Board.

PROTECTION OF THE ABORIGINES.

At a census taken by the Aborigines Protection Board on 30th June, 1924, there were in New South Wales 7,510 aborigines, viz., 1,085 full-bloods and 5,185 half-castes, 885 quadroons, and 355 octoroons.

The protection of the aboriginal natives of New South Wales is the function of a Board consisting of the Inspector-General of Police and other members, up to ten in number, appointed by the Governor.

An area of nearly 20,000 acres has been set apart for aborigines in various localities. Dwellings have been erected on the reserves, the residents are encouraged to work, and assistance in the form of food and clothing is supplied when necessary. The number receiving aid in June, 1924, was 1,855.

Aboriginal children are required to attend school until the age of 14 years, and a number of schools have been established for their exclusive use. The Board may assume control of the children and apprentice them, or place them in training home. There is a training home for girls at Cootamundra, and special accommodation for boys provided at Kinchela, on the Macleay River.

The expenditure by the Aborigines Protection Board during the year ended 30th June, 1924, amounted to £41,105; including £22,004 for general maintenance, £5,661 for the purchase of stores, £8,950 for educational purposes, and £784 for medical attention and other services. An amount of £3,706 was expended in connection with products raised on the reserves, and £3,908 were received as revenue from sales. The net expenditure during the year was £37,197.

PENSIONS.

No general pension system is in operation in New South Wales, but pensions are provided for the aged, for the permanently invalided, for persons incapacitated during war service, and for the dependents of deceased soldiers and sailors. Provision is made also for superannuation in some sections of the Government services. Several of the banking companies and other firms have made arrangements for the superannuation of employees, but particulars are not available.

A scheme for the payment of pensions to needy widows is now under consideration by the State Government.

Old Age Pensions.

The payment of old-age pensions in New South Wales was initiated by the State Government on 1st August, 1901. The system was transferred subsequently to Federal control, and the Commonwealth Government commenced to pay old-age pensions to persons over 65 years of age on 1st July, 1909, and to women on attaining the age of 60 years on 15th December, 1910. The total amount paid for old-age pensions for the period of nine years during which the State system was in operation was £4,009,127, and the cost of administration £165,560 approximately. The State pensions transferred to the Commonwealth numbered 21,292.

The conditions governing the payment of old-age pensions under the Commonwealth are similar to those under the State Act. The age qualification is 60 years for women and 65 years for men, with a reduction to 60 years in case of men permanently incapacitated. The period of residence qualification is twenty years in Australia, but absences amounting in the aggregate to one-tenth of the total period of residence are permitted. Naturalised persons are eligible for pensions, but aliens and aboriginal natives are disqualified.

The maximum pension was £26 per annum until 12th October, 1916, when it was raised to £32 10s. A further increase to £59 per annum was made as from 15th January, 1920, and in September, 1923, it was raised to £45 10s. A proportionate reduction is made in respect of any income or property of the claimant, so that the pensioner's income with the pension shall not exceed £78 per annum. In computing income, benefits accruing from friendly societies are not to be reckoned as income, nor gifts nor allowances from children or grandchildren. A pension is not payable to any person if the net capital value of his property exceeds £400, but in assessing the value of property the home in which the pensioner permanently resides is not included. Money payable to a pensioner while he is an inmate of a benevolent asylum or hospital may be paid to the institution for his benefit.

The following statement shows the applications received in New South Wales, the number of old-age pensions current, and the average rate and total liability for old-age pensions in recent years:—

Year ended 30th June.	New Claims.	Old-age Pensions current in New South Wales at 30th June.			Average Weekly Rate of Pension, as at 30th June.	Estimated Annual Liability, as at 30th June.	Estimated Annual Liability per head of Population, as at 30th June.
		Male.	Female.	Total.			
1912	4,763	13,639	16,029	29,668	s. d. 9 7	£ 734,526	s. d. 8 7
1920	6,231	15,515	21,843	37,358	14 6	1,405,534	13 9
1921	5,727	16,033	23,004	39,037	14 1	1,428,253	13 8
1922	5,280	16,438	23,567	40,065	14 3	1,484,678	13 11
1923	5,851	17,016	24,204	41,220	14 2	1,521,078	13 11
1924	7,341	18,179	25,564	43,743	16 9	1,900,730	17 1

The old-age pensioners in New South Wales, as at 30th June, 1924, represented 19·6 per thousand of population, and in the Commonwealth as a whole 19·7 per 1,000. The number and proportion of pensioners have increased appreciably with each increase in the maximum rate of pension, and in the value of property which pensioners may hold without disqualification.

Invalid Pensions.

Invalid pensions were first paid in New South Wales under the Invalidity and Accidents Pensions Act, passed by the State Parliament in 1907, which allowed pensions payable from Consolidated Revenue up to £26 a year to persons over 16 years of age permanently incapacitated for any work. The State system was maintained until the payment of invalidity pensions was undertaken by the Commonwealth on 15th December, 1910. The pensions paid during the currency of the State Act amounted to £235,012.

Pensions, up to a maximum rate of 17s. 6d. per week, are payable to persons who have resided for at least five years and have become incapacitated or blind in Australia, also to persons permanently incapacitated or blind by reason of congenital defect if they were brought to Australia before the age of 3 years or have resided in Australia continuously for twenty years. Invalid pensions are not payable to persons whose income or property exceeds the limits prescribed in the case of applicants for old-age pensions, or whose relations adequately maintain them. But the pension payable to a permanently blind person may be at such a rate up to £45 10s. per annum as will make his income equal to an amount not exceeding the living wage. Aliens, Asiatics (except those born in Australia), and aboriginal natives of Australia, Africa, Pacific Islands, and New Zealand are not qualified to receive invalid pensions.

Particulars of transactions in New South Wales during the last five years are shown below in comparison with 1912, the first complete year of Commonwealth control:—

Year ended 30th June.	New Claims.	Invalid Pensions current in New South Wales at 30th June.			Average Weekly rate of Pension as at 30th June.	Estimated Annual Liability as at 30th June.	Estimated Annual Liability per head of Population as at 30th June.
		Males.	Females.	Total.			
1912	1,784	2,549	2,278	4,827	s. d. 9 9	£ 121,836	s. d. 1 5
1920	3,480	6,583	7,754	14,337	14 9	550,134	5 5
1921	3,278	7,016	8,371	15,387	14 9	588,588	5 8
1922	2,924	7,166	8,731	15,897	14 8	606,788	5 8
1923	2,529	7,357	8,995	16,352	14 8	623,298	5 8
1924	3,118	7,763	9,751	17,514	17 2	782,470	7 0

The invalid pensions current in New South Wales on 30th June, 1924, represented 7·9 per thousand of population, compared with 7·4 for the Commonwealth. On 30th June, 1912, when the maximum pension was 10s. per week, the corresponding proportions were 2·9 and 2·4 respectively.

The total expenditure by the Commonwealth on invalid and old-age pensions during the year ended 30th June, 1924, was £6,523,881, of which an amount of £6,426,752 was paid as pensions, and £97,129 to benevolent asylums for the maintenance of pensioners. The cost of administration amounted to £92,366.

War Pensions.

The Australian Soldiers' Repatriation Act, 1920-22, passed by the Commonwealth Parliament, provides for the grant of pensions upon the death or incapacity, as the result of warlike operations, of members of the

Commonwealth naval or military forces. The general administration of the Act is entrusted to three commissioners appointed by the Governor-General, and a Board of three members in each State.

The rates of pension payable on total incapacity range from £4 4s. to £6 per fortnight, according to rank. A special rate of pension amounting to £8 per fortnight is payable to members of the forces who have been blinded, or incapacitated for life to such an extent as to be precluded from earning more than a negligible percentage of a living wage. The special rate may be granted also to tubercular cases. In cases of partial incapacity the rates are assessed by the Commissioners. The wife of totally incapacitated member receives a pension ranging from £1 16s. per fortnight to £3 per fortnight. Widows receive from £2 7s. to £6 per fortnight. Widowed mothers receive pensions ranging from £2 to £6 per fortnight, and a pension is payable on account of each child under 16 years of age.

The number of pensioners under the War Pensions Act as at 30th June, 1924, was as follows:—

Pensioners.	New South Wales.		Commonwealth.	
	Number of Pensioners.	Average Fortnightly Rate.	Number of Pensioners.	Average Fortnightly Rate.
		£ s. d.		£ s. d.
Incapacitated Soldiers	24,037	1 19 0	72,760	1 14 7
Dependents of Deceased Soldiers	11 970	} 0 17 10	43,813	} 0 17 1
Dependents of Incapacitated Soldiers	37,097		120,188	
Total	73,104	1 4 10	236,761	1 2 6

At 30th June, 1924, there were 73,104 war pensions current in New South Wales, and the annual liability was estimated to be £2,356,640. The actual expenditure on account of pensions in New South Wales during the year ended 30th June, 1924, was £2,443,149, the total cost to the Commonwealth Government being £7,235,577, including cost of administration, £144,762.

Government Service Pensions.

The existing pension funds for employees of the State Government of New South Wales are the Public Service Superannuation Fund, the Police Superannuation and Reward Fund, and the Government Railways Superannuation Fund. An Act which provides for the superannuation of employees of the Commonwealth Government came into operation on 22nd November, 1922. These funds are maintained partly by deductions from officers' salaries and partly by grants from the public revenue. Special provision is made for pensions to judges, the amount paid from Consolidated Revenue during the year ended 30th June, 1924, being £5,385.

The first Public Service Superannuation Fund in New South Wales was established by the Civil Service Act, 1884, but in 1895 the admission of new contributors was discontinued and the existing contributors were given the option of withdrawing from the fund. The officers who elected to discontinue their contributions are entitled under prescribed conditions to receive refunds and gratuities on retirement. Officers who have continued to contribute are entitled to an annual pension equal to one-sixtieth of the average annual salary for the last three years' service, multiplied by the years of service, not exceeding forty, the pensions being payable on retirement through incapacity or at age 60, or on abolition of office. The amounts payable from the fund in excess of contributions are paid out of Consolidated Revenue. During the year 1923-4 the expenditure was

£196,023, consisting of pensions, £180,935, and refunds of contributions, £15,088. Contributions by public servants amounted to £6,485. On 30th June, 1924, there were 784 officers in receipt of pensions amounting to £166,848. In addition, 161 officers, who had been transferred to the Commonwealth Service, were receiving pensions amounting to £38,355, a proportion, £15,267, being payable by the State and the balance by the Commonwealth Government. Certain Government officers received pensions from an annual appropriation in terms of the Constitution Act, the aggregate amount paid during 1923-24 being £1,133.

The existing Public Service Superannuation Fund was constituted by the provisions of the Superannuation Acts, 1916 and 1918, which provide a scheme of pensions and other benefits for employees of the New South Wales Government and other public bodies, except those subject to the Railway Service and Police Superannuation Acts. One-half of the cost of the scheme is borne by the employees, except where otherwise provided, and the balance by the employers. The age of retirement is 60 years, but women may elect to contribute for retirement at age 55. Upon the death of a contributor or pensioner his widow receives one-half of the amount of pension for which he has contributed, and £13 per annum for each child under 16 years of age. Contributions by employees are compulsory and vary in accordance with the age and salary of the contributor. Tables showing the rates of contributions and of pensions were published in the 1919 edition of this Year Book.

Certain sections of the Superannuation Act, which conferred pension rights without contributions on employees who had reached the age of 60 years, came into force in 1916, and the other provisions on 1st July, 1919.

At 30th June, 1924, the number of employees contributing to the fund was 17,721, viz., 11,655 men and 6,066 women. The pensions in force in respect of contributors numbered 878, amounting to £59,605 annually, and 1,704 pensions were payable in respect of persons who had not contributed to the fund, the annual amount being £121,325. During the year ended 30th June, 1924, the income of the fund amounted to £1,089,549, including contributions by employees £249,783 and £601,154 by employers.

The funds of the Board at 30th June, 1924, amounted to £5,732,597, including £2,885,824 invested in securities and £2,816,816 due for employers' contributions. An agreement has been made between the Superannuation Board and the State Treasury for the payment of the Crown contributions by equated payments of £348,000 per annum for a period of twenty years.

A pension fund for the police force was established in 1899, amending legislation being passed in 1906. Annual contributions by members of the service are at the rate of 4 per cent. of salary. Other sources of revenue are penalties imposed on members of the police force, penalties and damages awarded to the police as prosecutors, and the proceeds of the sale of unclaimed goods in possession of the police. The amount of pension payable to members who entered the police service prior to 1906 is graduated in accordance with length of service. The retiring age is 60 years, except in cases of incapacitation, but under prescribed conditions the services of any member of the force may be retained until he reaches the age of 65 years. During the year ended 30th June, 1924, the receipts of the Police Superannuation and Reward Fund amounted to £180,598, including deductions from salaries, £64,298, and special appropriation from Consolidated Revenue, £116,300. The disbursements, £184,027, included pensions, £177,819; gratuities, £5,889; and miscellaneous, £319.

The Railway Service Superannuation Fund was established in October, 1910. The contributions from employees of the railway and tramway services are at the rate of 1½ per cent. of salary, and the State provides all that is necessary beyond such contributions. The amount of pension

payable is one-sixtieth of the average annual salary during term of service, multiplied by the number of years of service, the maximum pension being two-thirds of the average salary. At 30th June, 1924, there were 42,412 contributors. The number of pensions in force was 2,640, amounting in the aggregate to £197,729 per annum. The average rate of pension was £74 18s. per annum. Since the inception of the fund 3,715 pensions have been granted, and 160 pensioners have died; 104 officers under 60 have been re-employed, and 11 pensions have been written off the books. During the year 1923-24 the receipts of the fund amounted to £200,068, including contributions by employees, £158,988, and an amount of £40,000 from the consolidated Revenue. The disbursements, representing pensions, gratuities, refunds, etc., amounted to £206,640. The total amount paid in pensions since the inception of the fund on 1st October, 1910, was £1,361,952, and the total subsidy from the Consolidated Revenue Fund amounted to £185,850.

In the Superannuation Fund for the Commonwealth Public Service as at 30th June, 1924, there were 26,794 contributors, of whom 9,438 were in the State of New South Wales.

THRIFT.

The wages of even the lowest paid adult worker in New South Wales, as fixed by the Board of Trade, include an allowance for life assurance, contributions to friendly societies, amusements, tobacco, intoxicating liquors, etc.; thus a widespread opportunity is afforded for thrift. Evidence that thrift is practised extensively is found in the strong position of friendly societies—both in membership and finances; in the increasing proportion of savings bank depositors and larger average amounts at credit; in the flourishing condition of life assurance institutions, and in the growth of Starr-Bowkett Building Societies and co-operative trading societies.

FRIENDLY SOCIETIES.

Friendly Societies for many years have exercised a strong influence for good among the industrial classes by inculcating habits of thrift, and by preventing and relieving distress.

So long ago as 1834 the first friendly society in New South Wales, the Australian Union Benefit Society, was established, and it is still operating.

The earliest societies were founded by former members of English orders who had emigrated to Australia before the business of friendly societies in Great Britain was placed on a scientific basis, and subjected to legal regulation. The first bodies, therefore, performed their functions with little supervision until 1899, when an Act of Parliament conferred on the Registrar power to inspect lodge-books and to prosecute in cases of defalcation, and authority to enforce the adoption of an adequate scale of contributions. In this way stability was ensured, and subsequent improvements in the administration have placed friendly societies on a sound basis.

The legislation affecting friendly societies was consolidated in the Act of 1912, but two amendments were made in 1913 and further amendments in 1916, 1920, and 1922. The more important provisions of the various Acts were outlined in the 1921 issue of this Year Book at page 483.

The benefits assured are fairly uniform in all societies, and consist usually of medical attendance and medicine for a member and his family, with sick pay for the member, and funeral allowances for the member and his wife. The usual sickness benefit is 21s. per week during the first six months of illness, 10s. 6d. during the next six months, and 5s. per week during the remainder of illness, this last provision being rendered possible by the system of State subvention, of which details are given later. There is a

tendency to increase the sickness benefit and in several societies members are permitted to contribute for additional benefits up to 42s. per week. The funeral benefits range usually from £10 to £40 at death of the member, according to the period of membership and a contingent benefit of £10 or £15 is payable on death of his wife. In several societies members may assure for sums up to £100, and in two of them it is possible to assure for £200, the maximum allowed by law. A separate benefit for widows of members—usually £10—may be assured in most of the societies for a stated contribution.

The societies may be divided into two classes, viz., Friendly Societies proper, and Miscellaneous Societies, whose objects bring them within the scope of friendly societies' legislation, but whose benefits differ somewhat from those of ordinary friendly societies.

At 30th June, 1924, there were 54 societies, including 20 Miscellaneous; 15 possessed branches, and 39, including one with a juvenile branch, were classed as Single Societies.

The following summary shows the branches, membership, and funds as at 30th June, 1924:—

Classification.	Societies and Branches.	Members.	Funds.
Friendly Societies Proper—	No.	No.	£
Affiliated	2,158	215,516	2,813,661
Single	20	3,510	57,907
	2,178	219,026	2,871,568
Miscellaneous Societies	20	92	32,864
Total	2,198	219,118	2,904,432

The societies classified as "Friendly Societies proper" offer such a wide range and appeal so strongly to individual sympathies that the field of operations for new societies is limited, and only one new society has been established since 1913.

The number of members has grown rapidly since 1899, when societies were first subjected to supervision by the Registrar. In that year there were 78,245 members, equal to 5.9 per cent. of the population, and thereafter a continuous development proceeded until the outbreak of war, when the number declined owing to enlistments and, subsequently, through deaths on active service. Each year since the termination of the war has shown an increase, however, and the progress since 1919 has been greater than in the pre-war years. This growth, the decline during the war period, and the subsequent recovery are shown in the following table:—

Year.	Aggregate Membership.		Year.	Aggregate Membership.	
	Members.	Percentage of Population.		Members.	Percentage of Population.
1899	78,245	5.9	1917	177,602	9.2
1905	101,463	7.0	1918	180,896	9.2
1910	149,579	9.1	1919	184,174	9.0
1913	188,590	10.2	1921*	199,688	9.5
1914	182,325	9.7	1922*	209,133	9.7
1915	178,705	9.4	1923*	214,663	9.8
1916	178,877	9.5	1924*	219,026	9.8

* As at 30th June.

The number of members entitled to benefits at 30th June, 1924, was 201,141, the remainder being ineligible generally on account of arrears of contributions. The benefits of medical attendance and medicine accrue also to the member's family, but such persons are not included in the membership. It is estimated that probably 650,000 persons directly or indirectly share in these benefits.

The membership at 30th June, 1924, embraced 187,503 men, 17,114 women, and 14,409 juveniles. As compared with the membership at 30th June, 1923, there were increases of 4,939 men and 1,410 women, and a decrease of 1,986 juveniles, the total net increase being 4,363.

Information regarding receipts and expenditure of Friendly Societies, and the accumulated assets, may be found upon reference to the chapter of this Year Book entitled Private Finance.

Miscellaneous Friendly Societies.

In addition to the Friendly Societies proper there were at 30th June, 1924, twenty miscellaneous societies registered under the Friendly Societies Act. Eighteen were medical institutions or dispensaries which supply medicine to all members whose names have been placed on their lists by contributing branches, and in some cases arrange for medical attendance.

The receipts of the dispensaries during the twelve months ended 30th June, 1924, were £47,795, and the expenditure was £43,317, so that there was an excess of receipts amounting to £4,478. These bodies have received liberal grants from the Government, and with this assistance have been able to purchase land and to erect buildings, the shares of the subscribing branches being covered by the issue of interest-bearing debentures. In addition to making the necessary payments, most of the dispensaries have been enabled to make substantial reductions in the principal.

The following particulars regarding Miscellaneous Friendly Societies relate to the year ended 30th June, 1924:—

Classification.			Dispensaries.	Other Miscellaneous Societies.	Total.
Societies	...	No.	18	2	20
Membership	...	No.	...	92	92
Receipts	...	£	47,795	133	47,928
Expenditure	...	£	43,317	117	43,434
Funds	...	£	32,560	304	32,864

State Subvention of Friendly Societies.

To enlarge the sphere of usefulness of the Friendly Societies the Subvention to Friendly Societies Act, 1908, now consolidated with the Friendly Societies Act, assured to the societies, which might elect to be bound by its provisions, the following monetary benefits payable from the Consolidated Revenue of the State:—

1. Sickness pay—

- (a) One-half of the cost in each year in respect of continuous sickness after twelve months from the commencement of such sickness, for male members less than 65, and for females less than 60 years of age—provided that the maximum cost to the State must not exceed 5s. per week for each case.
- (b) The whole cost of sickness pay in respect of male members aged 65 years and over, and of female members aged 60 years and over—subject to the same proviso as above.

2. Amount equal to contributions payable—

- (a) on account of all male members 65 years and over, and of female members 60 years and over, for medicine and medical attendance, provided that such contributions shall not be more than those payable by members of the same society under the ages stated.
- (b) under the rules of a society in respect of the aged members above mentioned, to assure payment of funeral allowance—not exceeding £50—at their death.

With the exception of the Irish National Foresters, all affiliated societies have become applicants for subvention.

The following is a summary of the claims from the beginning of the year 1919 to 30th June, 1924:—

Year.	Applicant Societies.	Sickness Pay.				Contributions.				Total Amount of Claims.
		Continuous Sickness.		Sickness of Aged Members.		Medical.		Funeral.		
		Claimant Members.	Amount.	Claimant Members.	Amount.	Claimants.	Amount.	Claimants.	Amount.	
1919	28	1,134	£ 6,186	2,448	£ 15,023	6,799	£ 9,818	7,449	£ 3,838	£ 34,865
1921*	29	1,312	9,431	2,918	24,494	7,743	16,498	8,579	6,378	56,801
1921-22	27	1,194	6,489	2,694	17,810	8,062	14,310	8,895	4,688	43,297
1922-23	27	1,276	6,739	2,818	19,232	9,124	16,016	9,852	5,142	47,129
1923-24	27	1,418	7,567	3,237	20,968	9,911	17,543	10,640	5,573	51,651

* Eighteen months ended 30th June.

Up to 30th June, 1925, the total amount paid as subvention to the societies was £450,386.

The system has been of benefit to all the societies, but more particularly to those in which the proportion of aged members is large.

The following table shows the average annual weeks of sickness per member in New South Wales at every fifth year of age during the years 1900-08 in comparison with the experience of the Manchester Unity Friendly Society of England, 1893-7, the South Australian Friendly Societies, 1895-1904, and the Victorian Friendly Societies, 1903-7:—

Central Age.	New South Wales Friendly Societies, 1900-1908.	Manchester Unity, England, 1893-1897.	South Australian Friendly Societies, 1895-1904.	Victorian Friendly Societies, 1903-1907.
Years.				
18	·84	·95	·74	·91
23	·76	·90	·77	·86
28	·74	·97	·75	·85
33	·75	1·10	·79	·89
38	·84	1·33	·89	·99
43	1·02	1·65	1·04	1·20
48	1·32	2·11	1·32	1·46
53	1·85	2·98	1·80	2·10
58	2·94	4·41	2·84	3·82
63	4·63	7·15	4·44	6·56

A valuation of the assets and liabilities of the societies is made at intervals in the office of the Registrar. Particulars are given in the chapter of this volume relating to Private Finance, and the sickness experience and the mortality rate of the members of affiliated societies, exclusive of soldiers, were discussed on page 485 of the 1921 issue.

COMMUNITY ADVANCEMENT AND SETTLEMENT SOCIETIES.

The Co-operation, Community Settlement, and Credit Societies Act passed in December, 1923, provides, *inter alia*, for the formation of community advancement societies and community settlement societies. Community advancement societies may be formed to provide any community service or benefit, *e.g.*, to transport and supply water, gas, and electricity, to establish factories and workshops, to undertake farming operations and the purchase of machinery for its members, to erect dwellings, to maintain buildings, etc., for education, recreation, or other community purpose, to

promote charitable undertakings, and to do anything calculated to improve the conditions of urban or rural life in relation to the objects specified.

Community settlement societies may be formed for the purpose of acquiring land in order to settle or retain people thereon, and of providing any community service, and with these objects they may do anything calculated to promote the economic interests of their members.

HOUSING.

A classification of the occupied dwellings in New South Wales, as disclosed by the Census of 1921, is shown in the following statement in comparison with similar particulars, as at the previous Census. A room or a suite of rooms occupied as a tenement or flat is classified as a separate dwelling:—

Nature of Dwelling.	Number of Dwellings.				Per cent. of Total.	
	Census. 1911.	Census, 1921.			1911.	1921.
		Metro- politan.	Country.	Total.		
Private house	317,462	160,558	236,061	396,619	95·38	91·16
Tenement or flat in private house...	2,304	12,764	5,085	17,849	·69	4·10
Caretaker's quarters in store, office, etc.	237	390	241	631	·07	·15
Hotel	2,795	659	1,982	2,641	·84	·61
Boarding house, lodging house, coffee palace	5,966	8,819	3,904	12,723	1·79	2·92
Educational institution	229	156	307	463	·07	·11
Religious institution (non-educational)	135	32	57	89	·04	·02
Hospital	479	226	509	735	·14	·17
Charitable institution (other than hospital)	159	49	50	99	·05	·02
Military or Naval establishment...	112	18	15	33	·03	·01
Penal establishment	132	11	28	39	·04	·01
Police barracks	28	5	29	34	·01	·01
Police station or quarters	534	38	488	526	·16	·12
Fire station	65	62	47	109	·02	·02
Other and unspecified	68	61	537	598	·02	·14
Wagon, van, camp	2,115	22	1,846	1,868	·64	·43
Aboriginal camp in which whites or half-castes were living	21	...	18	18	·01	·00
Total dwellings	332,841	183,870	251,204	435,074	100	100

The most striking feature of the comparison is the increase in house-sharing, which is a result of a shortage of houses, of high rents and building costs, and a scarcity of domestic labour. The number of tenements and flats increased from 2,304, or ·69 per cent. in 1911, to 17,849, or 4·1 per cent. in 1921, and the number of boarding and lodging houses from 5,966, or 1·8 per cent., to 12,723, or 2·9 per cent. The proportion of private houses declined from 95·38 per cent to 91·16 per cent.

In addition to the occupied dwellings there were 18,619 unoccupied dwellings, and 2,724 in course of construction in New South Wales in April, 1921.

The total number of inmates of private dwellings, i.e., private houses, tenements and flats, in 1921 was 1,872,579, or 89·6 per cent of the total population, the corresponding figures in 1911 being 1,494,504 inmates, or 91·2 per cent.

A classification of the private dwellings, according to the number of inmates, gives the following comparison:—

Number of Inmates.	Number of Private Dwellings.		Proportion per cent.	
	1911.	1921.	1911.	1921.
1	32,211	32,019	10.1	7.7
2	37,648	53,840	11.8	13.0
3	46,879	68,592	14.6	16.5
4	50,122	72,780	15.7	17.6
5	45,538	62,832	14.2	15.2
6	36,714	46,980	11.5	11.3
7	26,640	31,634	8.3	7.6
8	18,134	20,432	5.7	4.9
9	11,377	11,995	3.5	2.9
10	6,593	6,645	2.1	1.6
11 to 15	7,345	6,492	2.3	1.6
Over 15	565	227	.2	.1
Total	319,766	414,468	100	100

In 1921 over 62 per cent. of the private dwellings contained from 2 to 5 inmates, as compared with 56 per cent. in 1911. The number of dwellings with only one inmate declined in proportion from 10 per cent. to 7.7 per cent. during the intercensal period, and those with more than 5 inmates from 33.6 per cent. to 30 per cent.

The average number of inmates per private dwelling in 1921, viz., 4.52, was lower than the average 4.67 in 1911, and the decrease was accompanied by a decrease in the average size of the private dwellings from 5.04 rooms to 4.97 rooms. Since 1911 many large private houses have been converted into flats or have become occupied as boarding-houses, while, on account of the high cost of building and a scarcity of domestic labour, there has been a tendency to restrict the size of new buildings.

In the following comparison the private dwellings are classified according to the number of rooms. The kitchen is included as a room, but the rooms used as bathroom, pantry, or store, are excluded:—

Number of Rooms per Dwelling.	Number of Private Dwellings.		Per cent. of Total.	
	1911.	1921.	1911.	1921.
1	20,321	12,787	6.4	3.1
2	14,596	14,072	4.6	3.4
3	24,288	30,132	7.6	7.2
4	70,241	102,175	22.0	24.6
5	75,063	124,131	23.5	29.9
6	54,369	71,158	17.0	17.2
7	26,993	29,292	8.4	7.1
8	14,766	13,627	4.6	3.3
9	7,016	5,783	2.2	1.4
10-14	9,427	6,573	2.9	1.6
15-19	964	626	.3	.2
20 and over	382	227	.1	.1
Unspecified	1,340	3,885	.4	.9
Total	319,766	414,468	100	100

The average number of inmates per room in private dwellings was 1·08 in 1911, and 1·10 in 1921.

The number of private dwellings in which there was one room or more per inmate was 280,689, or 68·4 per cent., and in 129,894 dwellings there was less than one room per inmate. The majority of dwellings with less than three rooms were in the rural districts, the proportion being 66 per cent., as compared with 33 per cent. of the total private dwellings. The following statement shows the number of inmates and the number of rooms in private dwellings:—

Inmates.	Number of Rooms.								Total Private Dwellings.
	1	2	3	4	5	6-10	Over 10.	Unspecified.	
1	9,266	4,697	3,464	5,781	4,144	3,128	131	1,408	32,019
2	2,245	3,425	6,685	15,915	14,420	10,305	217	628	53,840
3	700	2,373	6,533	20,606	20,882	16,550	372	576	68,592
4	293	1,602	5,360	20,622	23,417	20,529	485	472	72,780
5	128	990	3,709	16,073	20,803	20,282	537	301	62,832
6	70	503	2,194	10,557	15,721	17,161	561	213	46,980
7	42	257	1,152	6,215	10,742	12,644	459	123	31,634
8	19	113	579	3,580	6,807	8,876	431	77	20,432
9	10	54	294	1,644	3,727	5,933	292	41	11,995
10	7	36	97	741	1,943	3,578	224	19	6,615
11-15 ..	6	13	65	483	1,508	4,015	383	19	6,492
Over 15 ..	1	..	..	8	17	104	89	8	227
Total	12,787	14,072	30,132	102,175	124,131	123,105	4,181	3,885	414,468

The principal materials used in the construction of private dwellings are wood and bricks, wooden buildings being more numerous in the country districts. In 1921 the number of private dwellings with outer walls built of brick represented 40·2 per cent. of the total, and 48·9 per cent. had wooden walls.

Materials.	Number of Private Dwellings.		Per cent.	
	1911.	1921.	1911.	1921.
Stone	9,020	9,684	2·8	2·3
Brick	114,679	166,558	35·9	40·2
Concrete	865	2,606	·3	·6
Iron	8,851	11,639	2·8	2·8
Wood	162,493	202,782	50·8	48·9
Sun-dried bricks	1,875	1,162	·6	·3
Pisé	1,741	2,217	·6	·5
Lathe and plaster	791	923	·2	·2
Wattle and dab	744	771	·2	·2
Fibro-cement .. ..	..	3,063	..	·7
Bark	1,290	906	·4	·2
Bushes, rushes, etc.	15	11	..	..
Calico, canvas, hessian, etc.	15,706	9,335	4·9	2·3
Rubberoid and other compositions	130	268	..	·1
Other materials .. ..	..	318	..	·1
Unspecified	1,566	2,225	·5	·6
Total	319,766	414,468	100	100

At the census of 1921, information was collected to show the material used for roofing the dwellings; the majority of private dwellings are roofed with iron, which is used for the bulk of the rural dwellings. In the urban

areas slate is used more extensively than in the country districts; roofs of tiles are fairly numerous in the metropolitan district, but are rare in the country.

Material of Roof.	Private Dwellings, 1921.	Material of Roof.	Private Dwellings, 1921.
Slate	50,319	Bushes, rushes, etc.	14
Tiles	45,326	Calico, canvas, hessian... ..	8,317
Concrete	234	Rubberoid, and other composi-	
Iron	296,047	tions	2,213
Wood	4,124	Other materials	288
Thatch	93	Unspecified	2,981
Fibro-cement	2,720		
Bark	1,792	Total	414,468

In the metropolitan district the majority of the private dwellings are occupied by tenants, but owing to a great preponderance of owner-occupiers in the country districts approximately one-half of the private dwellings in the State are occupied by owners or by prospective owners purchasing by instalments.

Occupied by—	Private Dwellings.				Per cent. of Total.	
	1911.	1921.			1911.	1921.
		Metro- politan.	Country.	Total.		
Owner	129,423	43,451	104,032	147,483	40.5	35.6
Purchaser by instalments ...	11,322	25,394	21,559	46,953	3.5	11.3
Tenant	160,314	99,736	92,525	192,261	50.1	46.4
Other and unspecified ...	18,707	4,741	23,030	27,771	5.9	6.7
Total	319,766	173,322	241,146	414,468	100	100

The increase in the number of dwellings occupied by persons who are purchasing them by instalments is due to some extent to measures taken by the State and Federal Governments to assist people to acquire homes.

The problem of housing has assumed considerable importance in New South Wales in the past decade. In most country towns land is still comparatively cheap, and the inhabitants have generally been able to acquire adequate space for building hygienic dwellings, and, though close supervision of building was not inaugurated until 1919, such towns are free from the bad housing conditions which exist in some older countries. Nevertheless, in the city, in some of the large towns possessing an industrial population, and in mining centres, undesirable features have been allowed to obtrude, so that some parts have developed into "slum" areas.

In 1911 the Government decided to take action in the matter of housing, and a Select Committee was appointed by the Legislative Assembly to inquire into the increase in rents. In the following year the State Housing Scheme was launched, and a Royal Commissioner was appointed to investigate the question of the "Housing of Workmen." The report of the Commission drew attention to some little-recognised evils, including the "slum" areas of the city, the poor housing of towns, the absence of town-planning

and of the proper supervision of town-building. A number of the points raised by the Commissioner were met by the Local Government Act, 1919, which conferred very extensive powers on municipal and shire councils, not only in supervising and regulating the construction of buildings, but in promoting schemes of town-planning on modern lines.

To assist the councils in their difficulties a Town Planning Advisory Board was appointed by proclamation of the Governor in October, 1918. The Board is actively engaged with the problems of metropolitan and country urban settlement. A Town Planning Association was formed in 1913 with the object of promoting legislation for the better laying-out of towns and of propagating knowledge of the advantages accruing from and the need for town-planning.

The Architects Act, 1921, was brought into operation on 1st August, 1922, to establish a Board of Architects for the purpose of regulating the practice of architecture. The Board consists of eight members, including the head of the faculty of architecture in the University of Sydney, the president of the Institute of Architects and of the Architects' Association of New South Wales, and the lecturer in charge of the Department of Architecture at the Sydney Technical College. Persons using the name "architect" are required to be registered, registration being granted to persons over 21 years of age who possess the requisite qualifications. The Act does not apply to naval architects. In January, 1925, there were 660 registered architects in New South Wales.

Brick buildings predominate in the city and suburbs, local sandstone is used also to a great extent in the construction of the larger buildings. For suburban dwellings the cottage plan is favoured. The maximum height of buildings in the metropolitan district is limited by law to 150 feet, except in the case of those erected for the purposes of public worship. Outside the city proper, permission must be obtained from the Chief Secretary for the erection of buildings over 100 feet high. The skyline must be approved by him and adequate provision must be made for protection against fire.

In the city of Sydney improvements in regard to housing have been continuous during recent years. In addition to the operations undertaken by private enterprise the City Council has been active in resuming and re-modelling insanitary and congested areas.

The number of new buildings for which permission to erect was granted by the councils in the metropolitan district during the last five years is shown below:—

Year.	New Buildings.				Net Increase of Population, Sydney and Suburbs.
	Sydney.	Suburbs.	Total — Metropolis.	Country Municipalities.	
1920	143	8,524	8,667	3,859	31,700
1921	92	5,475	5,567	3,131	25,780
1922	139	8,445	8,584	4,629	29,300
1923	186	10,825	11,011	6,026	25,500
1924	146	9,873	10,019	6,008	30,670

In 1923 there was extraordinary activity in building, and the number of new premises for which permits were obtained was nearly double the number in 1921. In the year 1924 also the number of permits was unusually high, though about 1,000 less than in the previous year.

The extent of building operations in various municipalities outside the metropolitan district is indicated by the following statement of the number and value of buildings for which permission to erect was granted during

the last three years. Only those municipalities are specified where permission was granted for the erection of more than seventy-five buildings in a year, and the other municipalities are grouped:—

Country Municipalities.	Estimated Population 31st Dec., 1923.	1922.		1923.		1924.	
		No.	Value.	No.	Value.	No.	Value.
			£		£		£
Auburn	15,430	161	122,050	231	148,882	161	87,441
Bankstown	13,330	317	153,752	355	202,235	400	204,689
Cabramatta and Canley Vale	3,550	62	24,639	98	30,909	113	32,755
Dundas	4,246	70	70,600	77	67,084	57	48,947
Granville	14,880	170	99,814	184	173,342	144	91,518
Illawarra Central	5,370	31	13,272	76	25,614	139	56,364
Lidcombe	11,780	135	76,383	227	133,128	160	91,396
Parramatta	15,290	89	64,751	109	73,045	119	111,163
Queanbeyan	2,200	18	11,771	79	24,938	108	64,210
Fairfield	6,040	148	49,169	119	57,566	123	50,544
Prospect and Sherwood	10,450	219	124,040	269	150,499	213	144,148
Lismore	9,270	141	102,362	135	101,699	94	75,323
Newcastle and suburbs	90,350	756	547,740	1,156	771,313	1,191	808,969
Taree	2,080	85	51,464	54	55,516	39	56,255
Katoomba	9,860	86	66,911	112	70,402	89	32,438
Lithgow	12,840	39	16,455	59	25,702	69	58,253
Albury	8,110	109	47,889	73	80,981	98	148,985
Wagga	8,050	187	110,615	228	150,882	160	121,795
Wollongong	7,340	*	*	125	66,145	134	111,883
Maitland East	3,730	21	13,100	33	19,795	83	47,311
Bowral	2,740	54	35,189	61	34,451	82	69,433
Goulburn	12,000	55	42,027	73	61,507	76	71,194
Narrandera	3,150	27	18,250	43	22,608	76	39,973
Other Municipalities	273,720	1,658	816,156	2,050	1,210,883	2,080	2,624,992
Total	545,850	4,629	2,678,399	6,026	3,759,126	6,008	3,747,801

* Information not supplied.

ASSISTANCE TO HOME BUILDERS.

State Operations.

In 1912, when the shortage of the smaller class of dwelling-house was becoming acute in Sydney, the Government took steps to supplement the operations of private builders by undertaking the construction in the South Randwick district of a model suburb, which was named Daceyville.* The Housing Act was passed, under which the control of the operations was entrusted to a Housing Board consisting of three members, appointed by the Government. The Minister administering the Act was authorised, on the recommendation of the Board, to purchase and subdivide lands and to erect buildings for residential and other purposes and to sell or lease such buildings under certain conditions. In 1913 further provision was made for the assistance of home builders, and the Commissioners of the Government Savings Bank were authorised to make advances for the purpose.

As the shortage of houses became more acute towards the end of the war period, it was decided in 1919 to enlarge the scope of the State housing scheme. Additional powers were given to the Housing Board, which was authorised to make advances, upon the application of persons desiring assistance for the purpose of erecting or adding to houses on land owned by

* See 1921 issue of Year Book at page 493.

them, or to erect dwellings for them on such land. The Board was empowered also to make advances to enable applicants to purchase dwellings already erected.

Under the original housing scheme it was the intention of the Government to erect cottages in model suburbs, *e.g.*, Daceyville, to be leased to the occupiers. Under later arrangements, introduced in 1919, the houses in the group settlements were built for sale only.

A number of sites, the majority being areas of Crown land, were set apart in the metropolitan district and in various country localities, as shown below. Usually the houses were erected by the Board and sold on extended payments terms, but in some cases the land was subdivided and allotted by ballot, and the persons who acquired it were given the option of erecting their own dwellings, the money being advanced by the Board, or of arranging with the Board to build the houses at a cost to be repaid in instalments.

Since the extension of its operations consequent upon the amending legislation passed in 1919, the work of the Housing Board has been conducted at a loss, and many complaints have been made in regard to the houses built and the cost thereof. The unsatisfactory state of its affairs was apparently due to faulty administrative arrangements, and the Government decided in 1923 that the Board should be abolished and its business wound up.

To give effect to the decision the Housing Act was amended to vest the Board's powers in the Minister for Local Government to enable him to sell superfluous lands, to grant leases, to settle disputes with persons who made contracts of sale with the Board, to delegate his powers to other Government departments, and to transfer to the Government Savings Bank the business of collecting instalments of purchase money and advances.

The following statement shows particulars of the operations under the Housing Acts from the inception of the Housing Board to 30th June, 1924:—

Site.	Area of Site.	No. of Dwellings erected.	Expenditure on Dwellings and Improvements on Land.	Site.	Area of Site.	No. of Dwellings erected.	Expenditure on Dwellings and Improvements on Land.
Metropolitan—	acres.		£		acres.		£
Daceyville ...	210	314	190,191	Hamilton ...	5	29	22,165
" No. 1 ...	16	64	159,398	Wollongong ...	1½	10	10,197
" No. 2 ...	48	64		Orange ...	1	8	8,352
Bunnerong ...	12	56	62,134	Forbes ...	2½	11	10,584
Matraville ...	14	20	22,705				
The Warren ...	12	61	59,790		419½	818	759,701
Gladesville ...	23	106	137,566	Private allotments (advances) ...	...	516	316,637
				Vacant land, etc....	...	...	19,973
Country—							
Auburn ...	2½	14	15,444				
Stockton ...	72	61	61,175	Total ...	...	1,334	1,096,311

In addition to the areas administered in terms of the Housing Act, there is an area in the city, known as the Observatory Hill Resumed Area, which was resumed by the Government in 1900 with a view to reconstruction. It consists of about 30 acres in the oldest settled portion of Sydney, adjoining the wharfs, and contains a number of business premises and residences, including tenements built for waterside workers. Extensive improvements have been made in regard to buildings, streets, etc. The capital invested

amounted, as at 30th June, 1924, to £1,407,595. The revenue during the year 1923-24 was £92,432, and the expenditure, exclusive of interest on loan capital, was £24,617.

The Municipal Council of the City of Sydney also controls a housing area, on which a block of buildings, named the "Strickland Dwellings," was opened in April, 1914. It contains eight shops and 71 self-contained flats of two, four, or six rooms. The rents range from 15s. 6d. to 35s. per week. The total cost, including the land, was £49,814.

State Savings Bank—Advances for Homes.

The Commissioners of the Government Savings Bank may make advances to enable persons to erect or enlarge their homes or to purchase dwellings already constructed. The Bank may advance three-fourths of the value of the property to a maximum of £750, and the repayments in the case of new stone, concrete, or brick buildings are to be made within thirty years, and in the case of wooden structures within twenty years. No advance is made to any person who at the time of the application is the owner of another dwelling in the State. Owing to the fact that the demands for loans is in excess of the available funds, advances are made only for the purpose of erecting or purchasing new houses.

The system came into operation on the 1st July, 1914, and up to 30th June, 1924, the amount of £7,810,210 had been advanced to 15,979 borrowers, and the amount outstanding at the latter date was £6,042,697, owing by 12,651 persons. The transactions during each year were as follow:

Year ended 30th June.	Advances made.		Year ended 30th June.	Advances made.	
	No.	Amount.		No.	Amount.
		£			£
1915	575	221,900	1920	2,250	1,009,500
1916	794	298,375	1921	2,489	1,282,360
1917	783	274,785	1922	2,377	1,326,270
1918	875	311,710	1923	2,174	1,218,711
1919	1,373	530,680	1924	2,289	1,335,919

The average amount per advance was £584 in 1923-24. The scheme proved popular from its inception and the amount applied for in each year has greatly exceeded the available funds.

The rate of interest charged for advances was raised from 5½ to 6 per cent. on 1st July, 1917, to 6½ per cent. from 1st July, 1920, and to 7 per cent. from 1st July, 1921. It was reduced to 6½ per cent. on 1st July, 1923.

Commonwealth Housing Operations.

The Commonwealth Government assists Australian sailors and soldiers and their female dependants to acquire homes, the operations being conducted under the Commonwealth War Service Homes Act, 1918-23.

The Commissioner charged with the administration of the Act is authorised to acquire land and dwellings, and to erect dwellings, etc. He may make advances on mortgage to eligible persons to enable them to acquire homes, or may sell homes to them on the rent-purchase system. The amount of an advance to any one person may not exceed £700, and the maximum rate of interest for repayments is 5 per cent.

A summary of the activities of the Commission in New South Wales up to 30th June, 1924, is shown in the following statement:—

Particulars.	No.	Amount.	Particulars.	No.
		£		
Applications approved ...	9,091	6,322,377	Homes built	3,225
Existing houses purchased ...	3,991	2,560,953	Under construction...	208
Mortgages discharged ...	920	613,071	Arrangements pending, etc.	719
Land purchased ... acres.	914	...	Assisted to complete ...	57

The sums paid as instalments of principal and interest to 30th June, 1924, amounted to £1,245,992, and arrears of instalments amounted to £40,046.

The Commonwealth Government acquired a site adjacent to the Small Arms Factory at Lithgow, and erected thereon 100 cottages for housing employees engaged in the factory, to whom they were let at rentals ranging from 14s. 6d. to 23s. 3d. per week. Houses not required by the factory employees are occupied by other tenants.

PARKS, RECREATION RESERVES, AND COMMONS.

Under the Public Parks Act the Governor may appoint trustees of any lands proclaimed for the purposes of public recreation, convenience, health, or enjoyment. The trustees are empowered to frame by-laws for the protection of shrubs, trees, etc., upon the land vested in them, and to regulate the use and enjoyment of such land by the public.

The public parks and recreation reserves which are not committed to special trustees are placed by the Local Government Act, 1919, under the control of municipal and shire councils, whose authority extends over parks, children's playgrounds, drill grounds, sports grounds, and public gardens within their boundaries. The councils are empowered to preserve places of historical and scientific interest and natural scenery, and to provide buildings for public entertainments and refreshment-rooms, boats and boat-sheds, pavilions, etc., public baths, gymnasias, and musical entertainments. All the towns of importance possess extensive parks and recreation reserves.

The city of Sydney contains within its boundaries 647 acres of parks, squares, and public gardens. The most important are Moore Park, where about 354 acres are available for public recreation, including the Sydney Cricket Ground and the Royal Agricultural Society's Ground; the Botanic Gardens and Garden Palace Grounds, 65 acres, with the adjoining Domain, of 86 acres, ideally situated on the shores of the Harbour; and Hyde Park, 37 acres, in the centre of the city. In addition, the Centennial Park, 552 acres in extent, is situated on the outskirts of the city. It was reserved formerly for the water supply, but now it is used for recreation, the ground having been cleared, planted, and laid out with walks and drives.

The suburban municipalities contain, including the Centennial Park, about 3,770 acres of public parks and reserves, or about 4 per cent. of their aggregate area.

The Zoological Gardens at Taronga Park, on the northern side of the Harbour, were opened in 1916. The area is nearly 51 acres. In their preparation the natural formation has been retained as far as practicable, with the object of displaying the animals in natural surroundings.

Outside the metropolitan area the National Park, situated about 16 miles south of Sydney, was dedicated in December, 1879. The total area, with the additions made in 1880 and 1883, is 33,800 acres. The park surrounds the picturesque bay of Port Hacking, and extends in a southerly direction towards the mountainous district of Illawarra. It contains fine virgin forests with attractive scenery.

Another large tract of land, the Kuring-gai Chase, was dedicated in December, 1894, for public use. The area of the Chase is 35,300 acres, and contains portions of the parishes of Broken Bay, Cowan, Gordon, and South Colah. This park lies about 15 miles north of Sydney, and is accessible by railway at various points, or by water, *via* the Hawkesbury River. Several creeks, notably Cowan Creek, intersect it.

In 1905 an area of 248 acres was proclaimed as a recreation ground at Kurnell, on the southern headland of Botany Bay, a spot famous as the landing-place of Captain Cook. Parramatta Park (252 acres), although outside the metropolis, is of historic interest.

Surrounding many country towns there exist considerable areas of land reserved as commons, on which stock owned by the townsfolk may be depastured. The use of these lands is regulated by local authorities. Nominal fees are usually charged to defray the cost of supervision and maintenance. Many of these commons have been made permanent, but a large number are only temporary.

Particulars as to the areas reserved for parks and recreation reserves and for temporary commons at 30th June, 1910, and in the last five years, are shown below.

As at 30th June.	Commons.		Parks and Recreation Reserves.
	Permanent.	Temporary.	
	acres.	acres.	acres.
1910	*	579,033	207,908
1920	*	461,529	230,857
1921	*	467,554	228,169
1922	37,445	455,221	229,416
1923	37,485	442,177	231,950
1924	33,040	426,761	237,934

* Information not available.

The area of permanent commons as at 30th June, 1924, was 33,040 acres, including 4,259 acres in the Western Division.

PUBLIC ENTERTAINMENTS.

Theatres and Public Halls, etc.

All buildings in New South Wales, in which public meetings (excluding meetings for religious worship) or public entertainments are held, must be licensed under the Theatres and Public Halls Act, 1908. A license may be refused if proper provision is not made for public safety, health, and convenience, or if the site or building is unsuitable for the purpose of public meeting or entertainment. Plans of buildings intended to be used for theatres and public halls must be approved by the Chief Secretary before erection is begun. Licenses are granted for a period of one year, and premises are subjected to inspection before renewal. A license or renewal of a license may be withheld until such alterations or improvements as may be deemed necessary are effected.

As at 31st December, 1924, there were 2,286 buildings to which the provisions of the Act applied, and they contained seating accommodation for approximately 998,000 persons. The total amount of fees received for licenses during 1924 was £3,971.

Kinematograph films are subject to censorship prior to exhibition in New South Wales, those imported from oversea countries being reviewed by the Commonwealth customs authorities, and those made in Australia by a State board.

Horse-racing.

Horse-racing, which includes pony-racing and trotting races, is a popular form of sport in New South Wales, and with it is associated a large amount of betting.

The conduct of race meetings is regulated mainly by district associations, with which most of the racing clubs are affiliated, and a certain amount of Government control is exercised through the Gaming and Betting Act, 1912. Racecourses must be licensed annually, the minimum circumference of running grounds being fixed at 6 furlongs. The days on which races may be held are limited, and the number of licensed racecourses in the Metropolitan district, *i.e.*, within 40 miles of the General Post Office, and in Newcastle district, may not exceed the number existing in 1906.

If a racecourse is used for more than one class of racing—horse racing, pony racing, or trotting—a separate license must be obtained for each class. In 1924 the licensed racecourses numbered 452, and the licenses issued in respect thereto numbered 550. The maximum number of days on which it was permissible to hold race meetings in the metropolitan district during 1924 was 165, and in the district of Newcastle 59 days.

Betting or wagering is prohibited in connection with any sports except horse, pony, and trotting races on licensed racecourses, and coursing on grounds approved by the Chief Secretary. Racing clubs may be required by the Colonial Treasurer to instal totalisators on their racecourses and to use them at every race meeting.

To facilitate the collection of betting taxes, bookmakers are required to use stamped tickets and to keep a record of credit bets. During the year ended 30th June, 1924, the number of betting tickets issued to bookmakers was 14,945,400, and approximately 700,000 credit bets were recorded. The investments on totalisators during the same period amounted to £2,973,005. In the previous year 15,048,700 betting tickets were issued, 950,000 credit bets were recorded, and the totalisator investments amounted to £3,154,365. The amount of betting taxes is shown in the chapter relating to Public Finance.

Expenditure on Public Entertainments.

A tax on public entertainments has been imposed by the Commonwealth Government since 1st January, 1917, and the records of the Taxation Department disclose interesting information regarding the expenditure of the community in respect of such amusements.

From 1st December, 1919, to 1st October, 1922, the tax was charged on the payments for admission at the rate of $\frac{1}{4}$ d. for each 6d. or fraction thereof; but it was not charged on payments not exceeding 5d. for the admission of children under 16 years of age to places of continuous entertainment, *i.e.*, those open for more than four hours on three or more days in the week, nor for admission to entertainments intended only for children if the charge was under 6d. Since 2nd October, 1922, the tax has not been chargeable on payments lower than 1s. Where payment for admission is made in the form of a lump sum as a subscription to a club or association, or for a season ticket, the tax is collected on the amount of the lump sum. Certain entertainments are exempt from the tax, *e.g.*, if the proceeds are devoted wholly to philanthropic, religious, charitable, or educational purposes.

The payments for admission to taxable entertainments during the year ended 30th June, 1921, amounted to £3,228,758, and with the tax, £270,788, represented an average expenditure of £1 13s. 6d. per head of population. An amount of £2,123,707, with tax amounting to £190,651, was contributed by persons who paid less than 4s. for admission; £475,689 and tax £39,141 by those who paid 4s. and less than 10s.; and the corresponding amounts paid where the charge was 10s. and over were £629,362 and £40,996. The tax collected in 1921-22 was £277,043, in 1922-23, £257,338, and in 1923-24, £249,010.

REGULATION OF LIQUOR TRADE.

The sale of intoxicating liquor was one of the first subjects of legislation after the establishment of civil government in New South Wales. The first Liquor Act, passed in 1825, introduced a system of licenses with the object of ensuring that the hotels would be kept by persons of good character, also for the purpose of taxation. Since that date the liquor laws of the State have been amended frequently, the trend of the legislation being towards greater restriction and closer regulation of the trade.

The existing law is contained in the Liquor Act of 1912 and subsequent amendments. The sale of intoxicating liquor except by persons holding a license is prohibited. Several kinds of licenses are granted, viz., publican's, packet, Australian wine, club, booth, or stand, and railway refreshment room, all of which authorise the sale of liquor in small quantities; and spirit merchant's and brewer's for the sale in larger quantities.

A publican's license authorises the licensee to sell liquor between the hours 6 a.m. and 6 p.m. on the premises named in the license. Packet licenses authorise the master of the vessel named in the license to sell liquor to passengers during the voyage. Packet licenses are not available on any vessel plying between places within the harbour of Port Jackson. Australian wine licenses authorise the licensee to sell on the premises specified between the hours 7 a.m. and 6 p.m. wine, cider, or perry, the produce of fruit grown in Australasia, in quantities not exceeding 2 gallons and not containing a greater proportion than 35 per cent. of proof spirit. In granting an Australian wine license, the Court may impose the condition that the liquor shall not be consumed on the premises. Booth or stand licenses authorise the licensee to sell liquor at sports or any lawful place of public amusement for a period not exceeding seven days, but not to exceed, with renewals, a period of twenty-eight days. A spirit merchant's license authorises the holder to sell liquor in quantities of not less than 2 gallons of the same kind. A brewer's license authorises the licensee to carry on the trade of a brewer, and to sell the liquor he is authorised to make, in quantities of not less than two gallons of the same kind. If a person wishes to carry on the business of a brewer in addition to that of a spirit merchant he must take out both kinds of license.

The licenses in respect of railway refreshment rooms are issued under Executive authority, and the other licenses by Licensing Courts constituted for the purpose. Prior to 1st July, 1924, a Licensing Court, consisting of three members, was appointed in each district. The Metropolitan Court was constituted by three stipendiary magistrates under the presidency of the chairman of the bench of stipendiary magistrates. In the country districts the stipendiary or police magistrate usually presided.

The Liquor Amendment Act of 1923 provided for the reconstitution as from 1st July, 1924, of the Licensing Courts and of the Licenses Reduction Board, whose functions are described on the next page. The practical effect of the reconstitution is that one tribunal controls all matters relating to the issue and reduction of licenses. Three persons, who were police or stipendiary magistrates, have been appointed to be licensing magistrates

to constitute the licensing court in each district throughout the State and to discharge the functions of the Licenses Reduction Board. One of the magistrates is chairman of the courts and of the board. The chairman and one other licensing magistrate form a quorum for the constitution of the Licensing Court, and any two members may exercise all powers of the board. The licensing magistrates, with the approval of the Minister of Justice, may delegate power in respect of granting a license to any two of their number and a stipendiary or police magistrate, and may delegate minor functions to one or more of their number or to a stipendiary or police magistrate.

Objections to the granting, renewal, transfer, or removal of licenses may be made to a licensing court by three or more residents of the district or by the police. Licenses may not be held by unmarried women. They may be granted to widows, and, under certain conditions, to married women, but an Australian wine license may not be issued to a woman other than the widow of a licensee. The hours of liquor trading in hotels, which since 1881 had been from 6 a.m. to 11 p.m., were reduced in 1916, when the closing hour was fixed at 6 p.m.

In recent years restrictions have been placed upon the number of licenses. In 1905 it was enacted that the number of publicans' and wine licenses should not exceed the number existing in each electorate as at 1st January, 1906, and the number of licensed clubs was limited to the number formed before 1st November, 1905, of which the licenses were in force on 1st March, 1906. For many years prior to the passing of the amending Act questions relating to the granting of new publicans' licenses and to the removal of existing licenses had been submitted at the municipal elections to the vote of ratepayers in the municipalities. But the Act of 1905 provided that the local option vote should be taken in electorates at the general elections of members of the Legislative Assembly, all qualified voters being entitled to vote for the continuance or the reduction of the number of existing licenses or for the termination of all licenses in the district. The Local Option vote was first taken in electorates in September, 1907, when there were in existence 3,023 hotels and 633 wine licenses. As the result of the Local Option vote in 1907 and in 1910 and 1923, orders were issued for the closing of 344 hotels, and for the termination of 58 wine licenses.

In 1916 the Local Option vote was suspended, and in 1919 another method of regulating the number of licenses was introduced. Under the Liquor Amendment Act of that year and subsequent amendments in 1922 and 1923, it is provided that no new publican's or Australian wine license may be granted, except on the grounds of a permanent increase of population and insufficiency of existing licensed premises to meet public requirements in the district, and then only on a petition signed by a majority of adult residents living within the radius of a mile from the premises for which a license is sought.

If a petition for a new license has been rejected by the licensing court, no petition for a license for any premises within a radius of a mile may be referred to the court until the expiration of three years unless there has been an abnormal increase in population in the area.

A publican's or Australian wine, or a spirit merchant's license, may not be removed from one licensing district to another. The licensing court may allow such a license to be removed to other premises within a radius of one mile in the same licensing district, but in the Metropolitan and Newcastle licensing districts a license may not be removed from one electorate to another.

A Licenses Reduction Board was appointed under the Act of 1919 to reduce the number of publican's licenses in any electorate where the existing licenses exceed the "statutory number," which is proportionate to the

number of electors, viz.: In the nine electorates for which five members are returned to the Legislative Assembly, one license for each 250 of the first thousand electors on the electoral roll, and a further three for each subsequent two thousand, and in the fifteen electorates for which three members are returned, one license for each 250 of the first thousand electors, and a further one for each subsequent five hundred.

The Board may not reduce the publicans' licenses in an electorate below the statutory number nor by more than one-fourth of the number in force on 1st January, 1920. The term of the Board's operations was fixed in 1919 at three years; in December, 1922, it was extended for a further period of three years, and in 1923, until the taking of a referendum on the question of prohibition. In 1919 the Board was charged with the additional duty of reducing the Australian wine licenses in each electorate. The number of such reductions in an electorate may not exceed one-fourth of the number of wine licenses in force on 1st January, 1923, unless the Board considers that a greater reduction is necessary in the public interest. In determining the licenses which shall cease, the Board takes into consideration the convenience of the public, the requirements of the several localities in the electorate, the class of accommodation provided, and the manner in which the business has been conducted. When deprived of their hotel licenses the holders, owners, lessees, etc., of the premises are entitled to compensation as assessed by the Board. In the case of wine licenses, the licensees only are entitled to compensation. The funds for compensation are obtained by a levy on the amount spent by all licensees in purchasing supplies of liquor. For hotel licenses the levy is at the rate of 3 per cent., of which the licensee pays one-third and the owner two-thirds. For Australian wine licenses the rate is 1 per cent., but it may be increased to 2 per cent. if a lower rate does not yield an adequate sum. In cases where the owner's share of the compensation exceeds one-third of the rent the Board is empowered to refund him the amount of the excess.

A licensee deprived of his license by the Board is paid as compensation for each year of the unexpired term of his tenancy (up to three years), the average annual net profit during the preceding period of three years. Owners, lessees, etc., of hotel premises receive compensation based on the amount by which the net return from the premises over a period of three years is diminished by being deprived of a license. Appeals against the determinations of the Board in respect of the compensation awarded may be made to the Land and Valuation Court.

On 1st January, 1920, the number of publican's licenses in existence was 2,539, of which 2,085 were in fourteen electorates with more than the statutory number, and the maximum reduction which the Act authorised the Board to make was 483. During 1923 the number of electors so increased in two of the electorates that they were practically removed from the Board's jurisdiction.

During the period of five years ended December, 1924, the Board deprived 240 hotels of licenses and accepted the surrender of 56 licenses. Sixty-nine of the hotels were situated in Sydney and suburbs, 23 in the electoral district of Newcastle, and 204 in other country districts. The compensation awarded in respect of 295 licenses amounted to £452,825, which was distributed as follows:—Licensees, £128,970; owners (including those who were also licensees), £312,930; lessees, £10,525; and sub-lessees, £400. Compensation has not been claimed in respect of one hotel in Sydney. The compensation fees collected by the Board during the period were £1,011,344, of which £204,010 were collected in 1924. In addition to the hotel licenses terminated or ordered to close by the action of the Licenses Reduction Board, 59 licenses were terminated during the five years 1920-24 by

reason of expiration, cancellation, surrender to the Licensing Courts, etc., and 9 new licenses were granted during the period. The number of hotel licenses in existence at 31st December, 1924, was 2,193.

On 1st January, 1923, there were 441 Australian wine licenses, of which 220 were in the metropolitan electoral districts. During the two years 1923 and 1924, the Board deprived 56 licensees of wine licenses and accepted the surrender of one license. Compensation in respect of the 57 licenses amounted to £49,600.

Six wine licenses terminated by reason of expiration, cancellation, etc., and 1 new license was granted since 1st January, 1923. The number in existence at the end of 1924 was 379.

The number of licenses for the sale of intoxicating liquor issued during various years since 1901 is shown below:—

License.	1901.	1906.	1911.	1916.	1921.	1923.
Publicans'	3,151	3,055	2,775	2,617	2,488	2,257
Additional Bar ... ..	...	...	118	132	153	158
Club ... ..	...	80	76	76	78	79
Railway Refreshment	22	24	24	27	29	30
Booth or Stand	1,787	2,014	1,829	1,816	2,337	2,385
Packet	20	25	24	21	13	17
Australian Wine, Cider, Perry...	675	647	532	487	450	423
Spirit Merchants'	225	207	198	193	244	255
Brewers'	53	40	39	24	17	16

The annual fees payable for new licenses in respect of hotels, packets, and Australian wine are assessed by the Licensing Court, the maximum fees being £500, £20, and £50 respectively. Clubs pay £5 per annum for the first 40 members, and £1 for each additional forty. Spirit merchants pay £30 in the metropolitan district and £20 elsewhere. For renewals of these licenses the annual fees are assessed by the Licenses Reduction Board at the rate of 2 per cent. of the amount spent by the licensees in the purchase of liquor during the preceding calendar year, except that spirit merchants do not pay on the liquor sold by them to persons licensed to sell liquor, and they pay a minimum fee of £30 in the metropolitan district and £20 elsewhere. Brewers pay £50 per annum in the metropolitan district and £25 in other districts. For booth and stand licenses, which are temporary permits granted to licensed publicans for the sale of liquor at places of public amusement, fees are charged at the rate of £2 for each period up to seven days. The Liquor Act of 1922 prescribes that all licenses, except booth and stand, must be renewed on 1st July of each year. Previously they were current for the term of one year from the date on which they were granted. The fees for licenses in respect of railway refreshment rooms are charged at the same rates as those for publican's licenses.

Drunkenness.

Persons apprehended by the police for drunkenness in public places may be charged in the Courts of Petty Sessions. Since September, 1916, it has been the practice in the metropolitan police district to release such persons before trial if they deposit as bail an amount equal to the usual penalty imposed. If they do not appear for trial the deposits are forfeited, and

further action is not taken. During the year 1923 the number of persons charged with drunkenness was 33,118, of which 2,539 females. In the cases of 135 males and 45 females the charges were withdrawn or dismissed, 20,351 males and 1,625 females were convicted after trial by the Courts, and 10,093 males and 869 females, who did not appear for trial, forfeited their bail. The following statement shows the number of convictions for drunkenness, including the cases in which bail was forfeited during each of the five years, 1919-1923:—

Year.	Convictions.		Bail Forfeited.		Total Cases.			Cases per 1,000 of mean population.
	Males.	Females.	Males.	Females.	Males.	Females.	Total.	
1919	11,820	1,289	5,923	514	17,743	1,803	19,546	9.77
1920	14,527	1,554	9,029	733	23,556	2,287	25,843	12.49
1921	18,525	1,172	8,233	772	26,758	1,944	28,702	13.61
1922	19,384	1,327	9,050	962	28,434	2,289	30,723	14.28
1923	20,351	1,625	10,093	869	30,444	2,494	32,938	15.02

From the statement it is apparent that the number of convictions for drunkenness amongst men was much lower in 1919 than in later years. At that time, however, a considerable number of men undergoing military service were exempt from the jurisdiction of the civil courts in regard to such offences.

Particulars relating to the treatment of inebriates are shown in the chapter relating to Prison Services.

Consumption of Intoxicants.

It is estimated that the consumption of intoxicating liquors in New South Wales during the year ended June, 1924, was as follows:—Spirits, 1,072,900 proof gallons; beer, 23,873,600 gallons; and wine, 1,363,600 gallons. The quantity of beer and of wine was less than in the previous year by 427,800 gallons and 19,000 gallons respectively, but the quantity of spirits was greater by 106,600 gallons.

The figures show the proof alcoholic contents of the beverages sold as spirits, and the actual quantities would be at least 25 per cent. greater. Proof spirit means spirit of a strength equal to that of pure ethyl alcohol compounded with distilled water so that the resultant mixture at a temperature of 60 deg. Fahrenheit has a specific gravity of 0.91976 as compared with that of distilled water at the same temperature. Whisky and brandy of the best quality are retailed usually at about 23.5 per cent. under proof, and gin and rum at about 30 per cent. under proof. The standards under the Pure Food Act are whisky and brandy 25 per cent. under proof, gin and rum 35 per cent. under proof.

The natural strength of Australian wines is from 26 per cent. to 28 per cent. of proof spirit. The strength of wines offered for sale is 35 per cent. of proof spirit in the case of fortified wines, *e.g.*, port, claret, sherry; and from 20 to 24 per cent. in the case of dry wines, such as hock, chablis.

The consumption of spirits, Australian and imported, in various years since 1901 is estimated to have been as follows:—

Year.	Aggregate Consumption of Spirits.			Per Head of Population.		
	Australian.	Foreign.	Total.	Australian.	Foreign.	Total.
	proof gallons.	proof gallons.	proof gallons.	proof gallons.	proof gallons.	proof gallons.
1901	12,400	1,233,300	1,245,700	·01	·89	·90
1906	132,900	1,030,700	1,163,600	·09	·69	·78
1911	194,300	1,337,800	1,532,100	·12	·80	·92
1913	285,600	1,449,300	1,734,900	·16	·79	·95
1916-17	433,500	849,700	1,283,200	·23	·45	·68
1917-18	420,400	669,000	1,089,400	·22	·35	·57
1918-19	290,700	451,700	742,400	·15	·23	·38
1919-20	482,600	554,900	1,037,500	·24	·27	·51
1920-21	451,100	456,500	907,600	·22	·21	·43
1921-22	391,600	513,400	905,000	·19	·24	·43
1922-23	407,500	558,800	966,300	·19	·25	·44
1923-24	456,800	616,100	1,072,900	·21	·28	·49

The consumption of spirits, which had been increasing slowly for five or six years, decreased by 60 per cent. during the five years following the outbreak of the war. In 1918-19 the decrease amounted to one-third, as compared with the previous year. In the following year there was a decided increase, and the consumption per head rose almost to the level of 1917-18. Then it declined by 16 per cent. to ·43 proof gallon per head. In 1922-23 the consumption per head was about the same as in the preceding two years, though more foreign and less Australian spirits were consumed. In 1923-24 there was an increase of over 10 per cent.

The consumption of beer as estimated for 1901 and subsequent years is shown below:—

Year.	Quantity of Beer consumed.			Per Head of Population.		
	Australian.	Imported.	Total.	Australian.	Imported.	Total.
	gallons.	gallons.	gallons.	gallons.	gallons.	gallons.
1901	13,118,300	1,757,900	14,876,200	9·60	1·28	10·88
1906	12,716,800	812,400	13,529,200	8·56	·55	9·11
1911	18,332,900	1,200,100	19,533,000	11·01	·72	11·73
1913	22,973,400	1,338,000	24,311,400	12·62	·74	13·36
1916-17	21,159,200	204,000	21,363,200	11·17	·11	11·28
1917-18	21,978,500	88,600	22,067,100	11·43	·04	11·47
1918-19	23,923,000	53,100	23,976,100	12·10	·03	12·13
1919-20	26,724,100	92,000	26,816,100	13·11	·05	13·16
1920-21	25,163,500	129,800	25,293,300	12·04	·06	12·10
1921-22	24,412,000	54,000	24,466,000	11·47	·03	11·50
1922-23	24,192,600	108,800	24,301,400	11·13	·05	11·18
1923-24	23,758,500	115,100	23,873,600	10·75	·05	10·80

The consumption of beer per head increased considerably between 1901 and 1913, but after the commencement of the war it decreased. After 1918

it rose for a few years, until in 1919-20 it was almost equal to that of 1913. It has since decreased by 11 per cent. Nearly all the beer consumed is brewed in Australia.

The wine entering into consumption in New South Wales is chiefly the produce of Australian vineyards, less than 2 per cent. being imported.

Year.	Consumption of Wine.					
	Aggregate.			Per Inhabitant.		
	Australian.	Foreign.	Total.	Australian.	Foreign.	Total.
	gallons.	gallons.	gallons.	gallons.	gallons.	gallons.
1901	700,000	94,000	794,000	·51	·07	·58
1906	916,600	39,400	956,000	·62	·02	·64
1911	908,700	57,900	966,600	·55	·03	·58
1913	927,800	58,500	986,300	·51	·03	·54
1916-17	764,500	30,300	794,800	·40	·02	·42
1917-18	839,500	22,000	861,500	·44	·01	·45
1918-19	895,700	15,900	911,600	·45	·01	·46
1919-20	1,321,100	33,200	1,354,300	·65	·01	·66
1920-21	1,480,100	21,500	1,501,600	·71	·01	·72
1921-22	1,312,500	22,600	1,335,100	·62	·01	·63
1922-23	1,358,600	24,000	1,382,600	·63	·01	·64
1923-24	1,335,700	27,900	1,363,600	·61	·01	·62

Though the consumption of wine per head of population has declined since the year 1920-21, the average is higher than in 1913. The quantity of Australian wine consumed in 1923-24 was higher by 50 per cent. than it was five years ago.

The following statement shows the consumption per head of intoxicating liquors in various countries at the latest date for which the information is available:—

Country.				Spirits.	Wine.	Beer.
				gr. lons.	gallons.	gallons.
New South Wales	...	1923-24		·49	·62	10·80
South Australia	...	1923-24		·39	·75	9·88
Western Australia	...	1923-24		·44	1·08	13·25
Tasmania	...	1923-24		·28	·18	6·58
Australia	...	1922-23		·39	·50	11·30
New Zealand	...	1923		·47	·12	9·79
United Kingdom	...	1922		·39	·32	17·50
Canada	...	1922-23		·22	·04	4·03
United States	...	1922		·17	·09	1·77

The Drink Bill.

The amount of money expended on intoxicating liquors in New South Wales in the year ended 30th June, 1924, is estimated to have been £11,349,000, or £5 2s. 8d. per head. The annual drink bill, as estimated for various years since 1901, is shown below:—

Year.	Drink Bill.		Year.	Drink Bill.	
	Total.	Per Head of Population.		Total.	Per Head of Population.
	£	£ s. d.		£	£ s. d.
1901	5,000,000	3 13 2	1918-19	7,275,000	3 14 0
1906	4,569,000	3 9 0	1919-20	10,251,000	5 0 7
1911	5,962,000	3 11 7	1920-21	11,034,000	5 5 7
1913	7,001,000	3 16 11	1921-22	10,671,000	5 0 2
1916-17	6,667,000	3 10 5	1922-23	11,054,000	5 1 9
1917-18	7,223,000	3 15 1	1923-24	11,349,000	5 2 8

Between 1913 (the year before the commencement of the war) and 1916-17 the prices of intoxicants increased, and the consumption decreased in each year until in 1916-17 the decreased consumption offset the increased prices and caused a reduction in the total drink bill.

During 1917-18 and 1918-19 prices continued to rise, and with a slight increase in the average consumption of beer and wine the aggregate expenditure on intoxicants increased. The imposition of a new tariff in March, 1920, caused a further rise in prices, but there was a noticeable increase in the consumption of all kinds of intoxicants, and the drink bill rose by nearly £3,000,000 in 1919-20. But it should not be assumed that the average consumption was abnormally high, as it was somewhat less than in 1913. In 1920-21 there was a further increase in the drink bill, but it was due entirely to higher prices, as there was a substantial decline in the quantity of intoxicants consumed. In the following years prices were about the same as in 1920-21. The decline of 5s. 5d. in the bill in 1921-22 was due to diminished consumption, and the subsequent rise of 2s. 6d. was caused mainly by an increase in the consumption of spirits.

The drink bill of the United Kingdom in 1913 was estimated at £166,000,000, or £3 12s. per head. In 1920 it had increased to £469,700,000, or £10 per head, notwithstanding a decline of about 24 per cent. in the consumption measured in terms of absolute alcohol. Subsequently a marked decrease occurred, and the estimated expenditure in 1923 was £316,000,000, or about £7 5s. per head.

CONSUMPTION OF TOBACCO.

Under an Act passed in 1884 in connection with the imposition of an excise tax, of which most of the provisions have been superseded by Federal legislation, persons who sell tobacco in New South Wales are required to obtain a license, for which an annual fee of 5s. is charged. The number of licenses issued in 1923 was 19,891. The sale of tobacco to juveniles under the age of 16 years is prohibited.

The quantity of tobacco consumed in New South Wales, as estimated at intervals since 1901, is shown in the following statement:—

Year.	Total Consumption (000 omitted).				Per Head of Population.			
	Tobacco.	Cigars.	Cigarettes.	Total.	Tobacco.	Cigars.	Cigarettes.	Total.
	lb.	lb.	lb.	lb.	lb.	lb.	lb.	lb.
1901	2,977	215	368	3,560	2·13	·15	·27	2·60
1906	3,603	203	559	4,365	2·43	·13	·38	2·94
1911	3,827	271	1,076	5,174	2·30	·16	·65	3·11
1913	3,853	306	1,413	5,572	2·11	·17	·78	3·06
1916-17	4,098	263	1,283	5,644	2·16	·14	·68	2·98
1917-18	4,208	244	1,318	5,770	2·19	·13	·68	3·00
1918-19	3,918	252	1,484	5,654	1·99	·13	·76	2·88
1919-20	4,638	292	1,937	6,867	2·23	·14	·95	3·37
1920-21	4,370	273	1,958	6,601	2·09	·13	·94	3·16
1921-22	5,039	252	1,855	7,146	2·37	·12	·87	3·36
1922-23	4,950	234	1,713	6,897	2·28	·10	·79	3·17
1922-23	5,319	204	1,814	7,337	2·41	·09	·82	3·32

The quantity of tobacco (including cigars and cigarettes) consumed in 1923-24 was 7,337,000 lb., which represents an average of 3·32 lb. per head of population. The annual consumption per head during the last three years was 6 per cent. higher than in the three years 1911-13, and it is estimated that the expenditure on tobacco in 1923-24 amounted to £5,444,000, or £2 9s. 3d. per head of population, as compared with £2,858,000, or £1 11s. 5d. per head in 1913.

As regards the description of tobacco used, the proportion of cigarettes advanced during the period under review from 10 to 25 per cent., and the proportion of ordinary tobacco declined from 84 to 72 per cent.

Of the total tobacco consumed in 1923-24, about 93 per cent. was manufactured in Australia, principally from imported leaf, viz., ordinary tobacco 93 per cent. made in Australia, cigarettes 94 per cent., and cigars 78 per cent. The proportions made in Australia in 1911 were 85 per cent., 94 per cent., and 46 per cent. respectively.

LICENSES FOR VARIOUS OCCUPATIONS.

Partly as a means of raising revenue and partly as a means of ensuring a certain amount of supervision over persons who follow callings which bring them into contact with the general public, or which are carried on under special conditions, licenses must be obtained by auctioneers, pawn-brokers, hawkers, pedlars, collectors, second-hand dealers, fishermen, and persons who sell tobacco, conduct billiard and bagatelle tables, or engage in Sunday trading. Since the beginning of the year 1921 gun-dealers and persons having possession of guns and firearms are required to take out licenses. Special gun licenses are issued to those who desire to use guns for the sole purpose of destroying noxious animals. A separate gun license must be obtained in respect of each weapon. A gun license may not be issued to a person under 16 years of age.

Auctioneers' licenses are divided into two classes, viz., General and District, the annual fee for a general license being £15, and for a district £2. General licenses are available for all parts of the State. District licenses only cover the police district for which they are issued, but they are not issued for the Metropolitan district. Sales by auction are illegal after sunset or before sunrise, except in the Municipality of Albury, where, under the Auctioneers' Licensing (Amendment) Act, 1915, wool may be put up to sale or sold after sunset.

For pawnbrokers' licenses an annual fee of £10 is payable. The hours for receiving pledges are limited, with certain exceptions, to between 8 a.m. and 6 p.m., but no restriction is placed on the rate of interest charged.

The following table shows the principal licenses issued in the six years 1918-1923:—

Occupation.	1918.	1919.	1920.	1921.	1922.	1923.
Auctioneers—General	344	344	391	391	349	457
District	1,909	1,995	2,200	2,132	1,995	2,258
Billiard	785	763	815	781	796	881
Tobacco	13,308	14,141	14,391	15,488	18,378	19,891
Pawnbrokers	100	102	95	102	105	99
Hawkers and Pedlars	1,224	1,479	1,440	1,951	2,610	2,779
Collectors	2,354	2,207	2,126	2,136	1,801	1,798
Second-hand Dealers	1,216	1,247	1,421	1,475	1,336	1,297
Stage Carriage	153	212	139	123	126	135
Sunday Trading	5,825	6,014	6,331	6,985	7,582	8,621
Fishermen	3,062	3,164	3,388	3,524	3,385	3,077
Fishing Boats	1,663	1,703	1,816	1,863	1,761	1,652
Oyster Vendors	306	232	240	238	252	290
Gun Licenses (ordinary) ... ..	...	...	...	64,682	57,613	40,399
" " (special) ... ..	...	...	...	36,961	34,650	29,785
Gun Dealers ... ..	...	...	...	684	604	542

The number of tobacco licenses as stated for each year from 1918 to 1921 is exclusive of those issued at the State Treasury, which numbered 2,247 in 1922.

STATUS OF WOMEN.

In New South Wales women have had the right to exercise the franchise since 1902, and, in 1918 it was provided that sex should not disqualify any person from acting as member of the Legislative Assembly, as member of a council of any shire or municipality, as judge, magistrate, barrister, solicitor, or conveyancer. Women have contested elections, and one was elected in 1925. A number of women have been appointed justices of the peace, and some have been admitted to the practice of the legal profession. Women may not act on juries. They are eligible for all degrees at the University of Sydney, but are not ordained as ministers of religion.

The employment of women in factories and shops is regulated specially by the Factories and Shops Act, 1912, which limits the continuous employment of women to five hours, restricts the amount of work they may do in excess of forty-eight hours per week and between 6 p.m. and 6 a.m., and limits the employment of girls under 18 years of age. The minimum wage for any employee in a factory or shop is fixed at 4s. per week. Many trade unions have women members. A separate living wage for women employees is determined after special inquiry by the Board of Trade, but a definite principle of equality or difference between the pay of women and men is not observed in the industrial awards and agreements.

A legal age of marriage has not been defined, but the average age at which women marry is about 25 years. The consent of a parent or guardian is necessary to validate the marriage of minors. The wife of a British subject is deemed to be a British subject throughout Australia. Under the Married Women's Property Act, 1901, a married woman is capable of holding, acquiring, or disposing of any real or personal property as her separate property in the same manner as if she were a *femme sole*. Her property is not liable for her husband's debts, and her earnings in any occupation apart from her husband's are her own. A wife, however, has

no legal share of her husband's income, nor in any property acquired by their joint efforts after marriage, but a husband is liable for all necessary expenses of his wife and children.

RELIGIONS.

In New South Wales there is no established church, and freedom of worship is accorded to all religious denominations.

The number of adherents of the principal religions, as disclosed by the census records, is shown in the following statement:—

Religion.	Number of Persons.			Proportion per cent.		
	1901.	1911.	1921.	1901.	1911.	1921.
Christian—						
Church of England	623,131	734,000	1,027,301	46·58	45·46	49·60
Roman Catholic	347,286	412,013	502,815	25·96	25·54	24·27
Methodist	137,638	151,274	181,977	10·29	9·37	8·79
Presbyterian	132,617	182,911	219,932	9·91	11·33	10·62
Congregational	24,834	22,655	22,235	1·86	1·40	1·07
Baptist	15,441	20,679	24,722	1·15	1·28	1·19
Lutheran	7,387	7,087	5,031	·55	·44	·24
Unitarian	770	844	622	·06	·05	·03
Salvation Army	9,585	7,413	9,490	·72	·46	·46
Other Christians	14,812	55,453	49,072	1·10	3·44	2·37
Total Christians	1,313,501	1,594,329	2,043,197	98·18	98·77	98·64
Others—						
Jew, Hebrew	6,447	7,660	10,150	·48	·47	·49
Buddhist, Confucian, Moham- medan, etc.	8,035	5,113	4,472	·60	·32	·22
Indefinite—No Religion	9,829	7,163	13,572	·74	·44	·65
Object to state	13,068	21,986	12,946	...	...	...
Unspecified	3,966	10,483	16,034	...	...	...
Total, New South Wales	1,354,846	1,646,734	2,100,371	100	100	100

In the table the persons returned as Catholic (undefined) have been included with "Roman Catholic," the number in 1921 being 20,240, and in 1911, 36,622.

POSTS AND TELEGRAPHS.

The postal, telegraph, and telephone services of New South Wales have been administered by the Commonwealth Government since 1st March, 1901. Previously the services in each State of the Commonwealth were organised separately under the various State Governments, and a variety of rates, charges, and other conditions were in operation. Since the amalgamation a large measure of uniformity has been introduced. The services are administered by a Minister of the Crown, with a permanent salaried officer in charge of the central executive office, and a deputy in each State.

Postal Services.

Post offices have been established throughout the State, even in localities where there are few residents. If the volume of business does not warrant the establishment of a full service, receiving offices are opened for the collection of mail matter for conveyance to and from the nearest post

office. The transport of mails in outlying districts has been expedited considerably in recent years by reason of an extended use of motor traction, and aerial services are being established. The number of inland mail services in operation in New South Wales in 1923-24 was 2,027. The cost of road services amounted to £288,353, and of railway services to £122,346.

Ocean mail services are conducted in accordance with arrangements made between the Commonwealth Government and the steamship owners. Some of the services between Australia and the Pacific Islands are subsidised by the Commonwealth, and the Orient Steamship Company receives £130,000 per annum for a four-weekly service with Europe. Mails are conveyed along other routes at poundage rates. They are despatched at least once a fortnight to Europe, *via* Suez, and there is regular communication with America and with Eastern ports.

The number of post offices and the volume of postal business in New South Wales in various years since 1901 are shown below. Inland postal articles are counted once only:—

Year.	Post Offices.	Receiving Offices.	Postal Articles carried (000 omitted).				Postal Articles Per Head of Population.
			Letters, Post-cards, and Registered Articles.	Newspapers.	Packets.	Parcels.	
1901	1,684	524	82,783	52,318	14,480	736	109.9
1911	1,948	542	189,656	71,619	36,283	1,749	179.7
1915-16	2,074	566	219,526	72,067	33,343	2,538	172.9
1916-17	2,040	548	259,186	68,547	28,231	2,906	189.4
1917-18	2,031	548	255,177	62,321	24,844	2,923	179.5
1918-19	2,037	562	240,591	63,368	22,887	2,977	167.7
1919-20	2,034	559	256,062	61,408	20,038	2,951	167.0
1920-21	2,031	578	262,026	63,261	20,932	3,607	167.4
1921-22	2,032	556	240,088	66,381	21,043	3,908	155.7
1922-23	2,040	559	254,196	66,647	30,296	4,273	163.6
1923-24	2,059	584	270,315	71,800	47,240	4,495	178.2

During the year 1923-24 the average number of postal articles per head of population was as follows:—Letters, etc., 122; newspapers, 32; and packets and parcels, 23. The mail matter carried in 1923-24 included the following articles despatched to or received from countries outside Australia, viz., letters, postcards, and registered articles, 27,017,000; newspapers, 8,077,000; packets, 2,976,000; and parcels, 253,000. The total number of registered articles was 2,531,000, of which 358,000 were to or from other countries.

The postage rates were reduced as from 1st October, 1923, and there was a marked increase in the number of letters, etc., during the year, 1923-1924.

Mainly for the convenience of people who reside at a distance from the trading centres, a system of value-payable parcel post has been established. The Department accepts for transmission within the Commonwealth parcels or letters sent in execution or orders, and collects from the addressees on behalf of the senders the charges due thereon. The system applies also to registered articles transmitted to or from Papua. During the year ended 30th June, 1924, the number of such parcels posted in New South Wales was 165,360, and the value collected was £277,084, the revenue, including postage, commission on value, registration, and money-order commission being £23,026.

Telegraphs and Cables.

The telegraph system embraces the whole Commonwealth. It has been extended steadily since January, 1858, when the system was opened to the public in New South Wales, and modern equipment has been installed in the chief centres to expedite the transmission of messages. Cable communication with Europe and other countries is supplied by four main routes—one cable lands in Durban (South Africa), one in Bamfield (Canada), and two in Banjoewangie (Java). Lines have been laid also between the Australian mainland and Tasmania, New Zealand, and New Caledonia. The Pacific cable between Australia and Canada is maintained by the Governments of the United Kingdom, Canada, New Zealand, and Australia.

For cable messages to Great Britain, the ordinary rate is 3s. per word, but messages may be transmitted *via* Pacific cable to Canada, and thence by wireless for 2s. 10d. per word. Deferred cablegrams written in plain language and subject to a delay not exceeding twenty-four hours may be exchanged at half the ordinary rates with Great Britain and with a number of other British and foreign countries. Week-end cable letters may be transmitted between Australia and the United Kingdom and British North America, the rate to and from Great Britain being 15s. for twenty words and 9d. for each additional word. Special conditions, with cheap rates, have been arranged for the transmission of press messages by telegraph or cable.

The following table gives particulars relating to the telegraph business transacted in New South Wales since 1901:—

Year.	Telegraph Stations.	Telegrams (including Cablegrams).			Revenue Received.
		Transmitted and delivered (inland counted once).	In Transit.	Total.	
					£
1901	978	3,275,197	174,118	3,449,315	186,135
1911	1,406	5,505,935	413,777	5,919,712	253,398
1915-16	2,107	6,402,092	624,992	7,027,084	331,924
1916-17	2,231	6,491,354	661,559	7,152,913	350,581
1917-18	2,237	6,870,263	728,154	7,598,417	386,919
1918-19	2,252	7,183,234	753,219	7,936,453	416,427
1919-20	2,247	8,283,993	760,105	9,044,098	455,014
1920-21	2,252	7,851,429	734,406	8,585,835	489,805
1921-22	2,324	7,381,205	734,377	8,115,582	500,116
1922-23	2,411	7,384,616	754,285	8,138,901	513,954
1923-24	2,598	7,790,284	816,742	8,607,026	512,382

Excluding the messages in transit, the telegrams in 1923-24 represented 3·5 per head of population. The number of inland telegrams was 4,327,372, the interstate messages received and despatched numbered 2,909,262, and the cablegrams 553,650. Messages to and from Tasmania are classified as interstate telegrams and not as cablegrams.

Further particulars regarding the cable business transacted in New South Wales during the last five years are shown below. Messages in transit are not included:—

Year.	Cable Messages.		Amount Collected.	
	Sent from New South Wales.	Received in New South Wales.	Total.	Portion due to Commonwealth Government.
			£	£
1919-20	250,260	277,879	875,280	76,117
1920-21	249,705	263,482	697,892	62,461
1921-22	252,815	269,188	697,063	62,248
1922-23	272,989	282,953	687,834	65,270
1923-24	275,847	277,803	675,953	63,918

WIRELESS TELEGRAPHY.

A chain of stations has been erected around the coast of Australia and in the Pacific Islands under the control of the Commonwealth to give wireless communication with shipping. Three of the stations, including the Sydney station, are capable of long distance communication. In May, 1922, the commercial radio stations were transferred, under an agreement with the Federal Government, to the Amalgamated Wireless (Australasia), Limited, in which the Commonwealth has a controlling interest. The company undertook to erect in Australia a high-power station capable of direct communication with Great Britain, to arrange for suitable corresponding stations in Great Britain and Canada, and to provide a system of feeder stations for communication between the main high-power stations and the capital cities of Australia and shipping round the coast. Subsequently it was found necessary to modify the agreement, as the British Government refused to allow a commercial wireless station to be erected in the United Kingdom. Under an amended agreement, ratified by the Wireless Agreement Act of 1924, the company has been relieved of its obligations in respect of the high-power stations and has undertaken to erect in Australia a station to be operated under the beam system for communication with similar stations in Great Britain and Canada. The British Government has undertaken to erect a station in England and a station is being erected in Canada.

Private installations for wireless communication and for broadcasting may be operated under license, but they are not permitted to engage in commercial traffic unless authorised to do so. The wireless licenses issued in New South Wales during the year ended 30th June, 1924, numbered 4,089, viz., coast 1, ship 18, broadcasting 2, broadcast listeners 1,187, experimental 2,861, and portable 20. There was a marked expansion in regard to wireless telegraphy during the following year, and the number of licenses in New South Wales as at 30th May, 1925, was 33,964.

For wireless telegrams between telegraph offices in New South Wales and an Australian ship the charge is 6d. per word, and other ships 11d. per word. Messages are transmitted between Australian radio stations at the rate of 2s. 8d. for sixteen words and 2d. per additional word.

TELEPHONES.

The telephone system was established in Sydney in 1880. Exchanges have since been provided in many other centres, and the system has been installed in a large number of country districts. In the Metropolitan district a number of automatic exchanges are in operation. Trunk lines serve a wide area of the State, and a line between Sydney and Melbourne was brought into use in 1907, and between Sydney and Brisbane in 1924.

The following table shows the growth of the telephone service in New South Wales since 1901:—

Year.	Exchanges.	Number of Lines Connected.	Public Telephones.	Telephone Instruments connected.
1901	48	9,864	72	13,778
1911	268	34,551	722	43,032
1915-16	705	51,905	1,317	66,532
1916-17	765	57,553	1,421	70,058
1917-18	825	62,123	1,521	78,886
1918-19	853	65,734	1,558	84,118
1919-20	873	70,700	1,606	91,117
1920-21	921	74,490	1,693	96,710
1921-22	960	80,042	1,787	104,108
1922-23	1,026	87,352	1,815	113,645
1923-24	1,085	97,310	1,945	125,995

The annual ground rent for an exclusive telephone service ranges from £3 in respect of exchanges, where the number of subscribers lines does not exceed 300, to £5 where there are over 4,000 lines. For each effective outward call a charge of 1½d. is made unless the number of lines connected with the exchange does not exceed 600, when the charge is 1d. per call.

FINANCIAL RESULTS OF POSTAL SERVICES.

Particulars regarding the financial results of operations in the various branches of the post office in New South Wales during the year ended 30th June, 1924, are shown below:—

Branch.	Earnings.	Working Expenses.	Surplus.	Interest on Capital.	Net Profit.
	£	£	£	£	£
Postal	1,911,232	1,635,732	215,560	44,251	171,309
Telegraph	544,439	530,124	14,315	46,890	(—)32,584
Telephone	1,230,972	1,083,221	201,751	249,661	(—)47,910
Total, All Branches...	3,746,703	3,315,077	431,626	340,811	90,815

(—) denotes loss.

The postal services in the whole Commonwealth, as well as in New South Wales, have earned a substantial surplus over expenses during each of the last five years, and there was a marked increase in the net profit as a result of higher charges introduced in 1920.

A comparative statement of the financial results for the whole Commonwealth is shown in the following statement:—

Year. ended 30th June.	Earnings.	Working Expenses.	Surplus.	Interest on Capital.	Net Profit.
	£	£	£	£	£
1920	6,732,096	5,633,752	1,098,344	610,390	487,954
1921	8,511,494	6,724,543	1,786,951	643,183	1,143,768
1922	9,347,656	7,103,536	2,244,120	703,039	1,541,081
1923	9,898,158	7,651,864	2,246,294	780,235	1,466,059
1924	9,724,801	8,448,777	1,276,024	911,672	364,352

The accounts are exclusive of the figures relating to wireless telegraphy.

MANUFACTURING INDUSTRY.

NEW SOUTH WALES cannot yet be considered an important manufacturing country; nevertheless, its secondary industries are growing rapidly in importance. More than £79,000,000 have been invested in land, buildings, plant, etc., and employment is given to 159,000 persons. Most of the industries are concerned with the manufacture of articles required to house, feed, and clothe the community. Of manufacture for export, in the ordinary meaning of the term, there is very little, except of food commodities, leather, wool-tops, and small quantities of boots and shoes, tobacco, rubber goods, and metals.

The following table is a summary of the important facts relating to the establishments in New South Wales which came within the definition of a factory and furnished returns in 1901, 1911, and in the two years ended 30th June, 1921 and 1924.

Particulars.	1901.*	1911.	1920-21.	1923-24.
Number of Establishments ...	3,367	5,039	5,837	7,321
Number of Employees ... { Male ...	54,556	82,083	112,187	121,845
... { Female ...	11,674	26,541	32,824	37,829
... { Total ...	66,230	108,624	145,011	159,674
Salaries and Wages paid to Employees.† { Male £	+	8,917,583	22,766,216	26,166,890
... { Female £	+	1,130,079	2,852,375	3,606,104
... { Total £	4,952,000	10,047,662	25,618,591	29,772,994
Capital invested in Land, Buildings, and Fixtures (owned and rented) £	7,838,628	13,140,207	28,428,917	37,979,192
Value of Plant and Machinery... £	5,860,725	12,510,600	31,115,444	41,141,890
Machinery—Average Horse-power in use ... h.p.	44,265	127,547	208,463	243,143
Value of Materials and Fuel used £	15,637,611	34,913,564	94,713,249	90,698,444
Value added to Raw Materials in process of Manufacture ... £	10,010,860	19,432,447	43,128,137	55,660,816
Total Value of Output ... £	25,648,471	54,346,011	137,841,386	146,359,260
Average per Factory—				
Employees ... No.	19·7	21·6	24·8	21·3
Horse-power of Machinery ... h.p.	13·2	25·3	35·7	33·2
Land and Buildings... £	2,328	2,608	4,870	5,188
Plant and Machinery... £	1,740	2,483	5,331	5,620
Material and Fuel ... £	4,644	6,928	16,226	12,389
Value added in process of Manufacture ... £	2,973	3,856	7,389	7,603
Total Output ... £	7,617	10,784	23,615	19,992
Average per Employee—				
Time Worked ... months	11·32	11·55	11·52	11·63
Salaries and Wages †... { Male £	+	114	211	226
... { Female £	+	42	88	96
... { Total £	81	96	182	194
Value of Materials and Fuel... £	236	321	653	568
Value added in Manufacture... £	151	179	298	342
Total Output ... £	387	500	951	916

* Excluding a number of small establishments in country districts (see Year Book, 1907-8, page 448).

† Excluding drawings of working proprietors.

‡ Information not available.

Returns relating to the manufacturing industry are collected annually under the authority of the Census Act, 1901, and must be furnished by every proprietor of a factory. The returns are used for statistical purposes only, and may not be produced in any court of law even under subpoena.

Prior to 1896 there was no uniformity in the method of collection in the various States, but in that year uniformity was secured with Victoria by agreement between the statisticians. A standard classification of factories was adopted at a conference of statisticians in 1902, and the statistics for all the States have since been compiled on the same basis.

The foregoing statement shows that the number of establishments has increased since 1901 by 117 per cent., and the number of employees by over 141 per cent. In 1901 the value of capital invested in land, buildings, fixtures, plant, and machinery amounted to £13,699,353, and in 1923-24 it had increased to £79,121,082, or by over 477 per cent. The value of the output was considerably more than five times as great as in 1901; but this is due largely to the increase in the values of commodities, which are still much above pre-war levels. Side by side with this development the amount paid in wages increased by 501 per cent., and the expenditure on materials and fuel by 480 per cent.

The table provides a comparison over a period of twenty-three years, during which very great progress was made in the secondary industries of the State. It is interesting to compare the first and second periods of ten years. Between 1901 (the year in which the Australian States were federated) and 1911 the number of establishments increased by about 1,600, compared with 798 between 1911 and 1921; the size of establishments, however, grew appreciably faster in the latter period than in the former. Between 1901 and 1911 the number of employees increased by 41,000, as against 36,000 between 1911 and 1921, and the average annual wages paid per employee rose from £81 in 1901 to £96 in 1911, and to £186 in 1921-22.

All things considered, the second period of ten years was slower in development in secondary industries than the previous decade. The rapid growth which occurred between 1906 and 1911 was not maintained during the next quinquennium, and though war conditions provided an especially favourable period for development in local manufactories, the exigencies of the period, particularly in regard to obtaining supplies of suitable labour and machinery, impeded progress.

GOVERNMENT AND PRIVATE WORKSHOPS AND FACTORIES.

Until 1911, the establishments under Government control consisted almost entirely of railway workshops, dockyards, and other establishments engaged principally in the repair or renovation rather than in the actual manufacture of articles. Now, however, there are State factories producing such articles as bricks and clothes. A complete statement of the operations of State industrial undertakings is given in the section of this Year Book which deals with Public Finance, and the following table has

been prepared to show separately the details of the operations of the State and Commonwealth industrial undertakings in 1923-24 from those of other establishments:—

Particulars.	Government Workshops, etc.	Other.	Total.
Number of Establishments*	80	7,241	7,321
Number of Employees ... { Male	15,038	106,807	121,845
... { Female	736	37,093	37,829
... { Total	15,774	143,900	159,674
Salaries and Wages paid to Employees.† { Male	£ 3,623,120	22,543,770	26,166,890
... { Female	£ 45,017	3,561,087	3,606,104
... { Total	£ 3,668,137	26,104,857	29,772,994
Capital invested in Land, Buildings, and Fixtures, owned by occupier...	£ 3,852,355	21,613,672	25,466,027
Rent paid	£ 1,264	832,947	834,211
Value of Plant and Machinery	£ 4,512,169	36,629,721	41,141,890
Machinery—Average Horse-power in use	79,688	299,572	379,260
Value of Materials and Fuel used... ..	£ 3,176,482	87,521,962	90,698,444
Value added to Raw Materials in process of Manufacture	£ 4,907,452	50,753,364	55,660,816
Total Value of Output	£ 8,983,934	138,275,326	146,359,260

* Each railway workshop is counted as a separate establishment.

† Excluding drawings of working proprietors.

The results shown by Governmental and by other establishments, as given above, are not comparable, because in cases where the former are not conducted for profit the value of the output has been estimated on the basis of the results shown by private establishments of similar type. The Government establishments are nearly all engineering works, dockyards, or railway workshops, in which repair work constitutes a large proportion of the work done, while the private concerns comprise industries of all kinds. Moreover, in Government establishments the profit would appear in reducing the price of the product rather than in showing a large margin over cost.

CLASSIFICATION OF MANUFACTORIES.

The manufacturing industries have been arranged for purposes of reference and comparison into nineteen classes, in accordance with a standard classification adopted by a Conference of Statisticians in 1924.

The classes are as follow:—

CLASS I.—TREATING RAW MATERIALS, THE PRODUCT OF AGRICULTURAL AND PASTORAL PURSUITS, ETC.

Boiling-down Tallow, Refining, etc.
Sausage Skins, etc.
Tanneries.
Wool-scouring, Fellmongering.
Chaff-cutting, Corn-crushing, etc.

CLASS II.—OILS AND FATS, ETC.
Oil and Grease.
Soap and Candles.

CLASS III.—STONE, CLAY, GLASS, ETC.

Bricks,
Tiles.
Pipes—Earthenware and Cement Glass (including Bottles).
Glass (Ornamental).
Lime, Plaster, Cement, and Asphalt.
Marble, Slate, etc.
Modelling.
Pottery and Earthenware.

CLASS IV.—WORKING IN WOOD.

Boxes and Cases.
Cooperage.
Joinery.
Saw-mills.
Wood-turning, Wood-carving, etc.

CLASS V.—METAL WORKS, MACHINERY, ETC.

Agricultural Implements.
Art Metal Works.
Brass and Copper.
Cutlery.
Engineering.
Galvanized Iron-working.
Ironworks and Foundries.
Nails.
Railway Carriages, Rolling-stock, etc.
Railway and Tramway Workshops.
Metal Extraction and Ore reduction.
Stoves and Ovens.
Tinsmithing.
Wire-working.
Gas Fittings and Meters.
Other Metal Works (including Lead Mills).
Electric Apparatus.
Lamps and Fittings.
Sewing Machines.

CLASS VI.—FOOD, DRINK, ET

Bacon-curing.
Butter Factories, Creameries, etc.
Butterine and Margarine.
Cheese Factories.
Condensed Milk.
Meat-preserving.
Biscuits.
Confectionery.
Cornflour, Oatmeal, etc.
Flour-mills.
Jam, Fruit, and Vegetable-canning.
Dried Fruits.
Pickles, Sauces, and Vinegar.
Sugar Mills.
Sugar Refining.
Aerated Waters, Cordials, etc.
Breweries.
Condiments, Coffee, Spices, etc.
Distilleries.
Wine Making.
Cider.
Ice and Refrigerating.
Malting.
Tobacco, Cigars, etc.
Animal Poultry, and Stock Foods.

CLASSIFICATION OF MANUFACTORIES—*continued*.

<p>CLASS VII.—CLOTHING, AND TEXTILE FABRICS, ETC.</p> <p>Woollen and Tweed Mills. Silk Weaving. Hosiery and Knitted Goods. Cotton Mills. Boots and Shoes. Boot and Shoe Repairing. Clothing (Slop). Clothing (Tailoring). Clothing (Waterproof and Oil-skin). Dressmaking and Millinery (Makers' Material). Dressmaking and Millinery (Customers' Material). Dyeworks and Cleaning. Furriers. Hats and Caps. Shirts, Ties, and Scarfs. Underclothing, Whitework, Corsets. Rope and Cordage. Sailmaking. Tents and Tarpaulins. Bags and Sacks.</p> <p>CLASS VIII.—BOOKS, PAPER, PRINTING, ETC.</p> <p>Electrotyping and Stereotyping. Paper-making, Paper Boxes, Bags, etc. Photo-engraving. Printing and Binding. Newspapers, Magazines and Journals. Die Sinking, Engraving, etc.</p> <p>CLASS IX.—MUSICAL INSTRUMENTS ETC.</p> <p>Musical Instruments.</p>	<p>CLASS X.—ARMS AND EXPLOSIVES.</p> <p>Arms and Ammunition. Industrial Explosives.</p> <p>CLASS XI.—VEHICLES, SADDLERY, HARNESS, ETC.</p> <p>Coach and Waggon Building. Motor Car Assembling and Repairing. Motor Body Building and Repairing. Motor Cycle and Bicycle Building and Repairing. Perambulators. Saddlery, Harness, etc. Spokes, etc. Whips.</p> <p>CLASS XII.—SHIP, BOAT, AND AIRCRAFT BUILDING AND REPAIRING.</p> <p>Docks and Slips, Ship and Boat Building and Repairing. Aircraft Building and Repairing.</p> <p>CLASS XIII.—FURNITURE, BEDDING, ETC.</p> <p>Bedding, Flock, and Upholstery. Billiard Tables. Furnishing, Drapery, etc. Furniture and Cabinet-making. Picture Frames. Window Blinds. Sea Grass, Wicker and Bamboo Furniture. Baskets, Wickerware, and Matting. Brooms and Brushware. Carpets and Linoleums.</p>	<p>CLASS XIV.—DRUGS AND CHEMICALS.</p> <p>Chemicals, Drugs, and Medicines. Paints and Varnishes. Inks, Polishes, etc. Fertilisers. Essential Oils.</p> <p>CLASS XV.—SURGICAL AND OTHER SCIENTIFIC INSTRUMENTS.</p> <p>Surgical Instruments. Optical Instruments. Other Scientific Instruments.</p> <p>CLASS XVI.—JEWELLERY, TIME-PIECES, AND PLATED-WARE.</p> <p>Electro-plating. Manufacturing Jewellery, etc. Watch and Clock Making and Repairing.</p> <p>CLASS XVII.—HEAT, LIGHT, AND POWER.</p> <p>Coke-works. Electric-light and Power. Gas-works. Kerosene. Matches. Carbide. Hydraulic Power.</p> <p>CLASS XVIII.—LEATHERWARE (N.E.I.).</p> <p>Leather Belting, Fancy Leather Portmanteaux, and Bags.</p> <p>CLASS XIX.—MINOR WARES (N.E.I.).</p> <p>Rubber Goods. Toys. Umbrellas. Other Industries.</p>
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The returns relate to establishments employing four or more than four persons engaged directly or indirectly in working at certain handicrafts, or in preparing or manufacturing articles for trade or sale, and to establishments employing less than four persons, where machinery, operated by steam, gas, electric, water, wind, or horse power, is used. Establishments with less than four hands, where manual labour only is used, do not furnish returns, with the exception of the following, from which returns are obtained in order that the total output of the various products may be ascertained, viz.:—aerated waters, bacon, butter and cheese factories, brick, gas, and lime works, quarries, soap and candle factories, tanneries and boot factories.

The foregoing definition, based on the number of workers, applies uniformly to all other industries, and includes tailoring, bootmaking, dressmaking, and millinery establishments. It does not, however, cover shops engaged in retail trade only, and in the distribution or importation of goods; nor does it apply to bakeries, butcheries in which sausages and small-goods are made, laundries, and waterworks.

With the exception of blacksmiths' and wheelwrights' shops, the definition covers establishments in which workers are engaged in repairing or in assembling manufactured parts of an article.

If a manufacturing business is conducted in conjunction with an importing or a retail business particulars relating to the manufacturing section only are obtained, and persons employed in the importing or retail branch of the business are not included. Where two or more industries are being conducted a return is furnished for each industry. If power from the same generating plant is used for more than one industry it is distributed proportionately. The generation of electric light and power for use in other manufacturing operations, even if generated on the premises, is treated as an independent industry.

The value of production includes the products of educational, charitable, and reformatory or other public institutions, excluding penitentiaries.

MOTIVE POWER.

The power used for driving machinery in factories is derived mainly from steam. Gas is used only to a limited extent, and there are electric engines of considerable voltage, but the generation of their power depends upon some other class of engine.

The following table shows the distribution of motive-power through the various agencies of steam, gas, electricity (generated by steam-power), water and oil, expressed in units of horse-power:—

Year.	Establishments using Machinery.	Horse-power of Machinery (Average used).						Per Establishment using Machinery.
		Steam.	Gas.	Electricity.	Water.	Oil.	Total, exclusive of Electricity.	
1901	1,969	42,555	1,577	330	97	36	44,265	22
1906	2,496	70,192	4,212	8,989	75	277	74,756	30
1911	3,550	113,939	12,201	20,671	222	1,185	127,547	36
1915-16	4,077	177,162	13,926	58,075	319	1,689	193,096	47
1920-21	5,002	192,816	13,242	103,846	24	2,381	208,463	41
1921-22	5,470	201,806	13,211	122,352	50	2,365	217,432	40
1922-23	5,807	211,377	14,400	124,172	48	2,472	228,297	39
1923-24	6,442	225,671	14,111	136,117	48	3,312	243,143	38

During the period under review the potential horse-power of the machinery in the State increased from 57,335 to 643,168; or, exclusive of electric or secondarily-produced power, from 56,669 to 430,715. The development of electrical power is characteristic of the period, the full capacity of machinery so equipped advancing from 666 h.p. in 1901 to 212,453 h.p. in 1923-24. In all comparative statements of the horse-power of machinery it is, however, advisable to eliminate the electrical agency, as it is a reproduced or transmitted force originating from a primal source.

The average motive force, exclusive of electricity, actually employed in operating machinery, in all the factories of the State, amounted to 44,265 h.p. in 1901, and to 243,143 h.p. in 1923-24. The average horse-power per establishment increased from 22 to 38, or by 73 per cent. during the period.

Exclusive of electrical power the proportion of average motive force used in operating machinery to potential motive force was about 78 per cent. in 1901, and about 56 per cent. in 1923-24. Broadly speaking, the motive power of machinery is capable of supplying 78 per cent. more energy than that ordinarily operated.

ESTABLISHMENTS.

The following table shows the number of manufactories and works in the metropolitan district and in the remainder of the State, together with the number of establishments in which machinery was installed:—

Year.	Metropolitan District.			Remainder of State.			New South Wales.		
	With Machinery.	Without Machinery.	Total.	With Machinery.	Without Machinery.	Total.	With Machinery.	Without Machinery.	Total.
1901	754	661	1,415	1,215	737	1,952	1,969	1,398	3,367
1906	1,136	635	1,771	1,360	730	2,090	2,496	1,365	3,861
1911	1,793	717	2,510	1,757	772	2,529	3,550	1,489	5,039
1915-16	2,250	565	2,815	1,827	568	2,395	4,077	1,133	5,210
1920-21	2,987	536	3,523	2,015	299	2,314	5,002	835	5,837
1921-22	3,389	583	3,972	2,081	303	2,384	5,470	886	6,356
1922-23	3,602	571	4,173	2,205	325	2,530	5,807	896	6,703
1923-24	3,889	518	4,407	2,553	361	2,914	6,442	879	7,321

An excellent Harbour and transport facilities have caused Sydney to be made the chief manufacturing centre of the State, but in some industries important works have been constructed in proximity to the coalfields at Newcastle and Lithgow. In the earliest days of the State's history, Sydney, as the first place of settlement, was the sole manufacturing town in the territory; in 1901, after more than a century of colonisation, the metropolitan area contained over 42 per cent. of the manufacturing establishments in the State, and in 1924 the proportion had increased to 60 per cent.

In the country districts manufacturing enterprises are occupied mainly with the direct handling of primary products, but at Newcastle there have been constructed very extensive iron and steel works, a galvanised-iron works, a large ship building yard, a large ore-treating plant, and a number of other factories. At Lithgow an iron and steel foundry forms the nucleus of growing secondary industries, including the small-arms factory. Large smelting and other works have been established at Port Kembla.

The most important group of secondary industries in the State consists of metal and machinery works, followed in order by clothing and textile factories, and those engaged in making articles of food and drink, and book, paper, and printing works. Most of the large textile and clothing factories are situated in the metropolitan area, and about three-fifths of the work done in metal and machinery establishments is performed there. In country districts the order of precedence is much the same, metal works being most important, followed by food and drink factories, and wood-working establishments.

The following table shows the principal facts relating to each class of manufacturing industry conducted in the State and in the metropolitan district during the year 1925-24.

Class of Industry.	Establishments.	Average Number of Employees.			Average Time worked per Employee.	Horse-power of Machinery—Average used.	Value of Machinery, Tools, and Plant.	Total Salaries and Wages, exclusive of Drawings of Working Proprietors.
		Males.	Females.	Total.				
NEW SOUTH WALES.								
Treating Raw Materials, &c.	253	3,724	237	3,961	months 10.88	h.-p. 9,583	£ 9,4,932	£ 752,848
Oils, Fats, &c.	43	1,394	448	1,842	11.39	2,156	657,528	313,879
Processes in Stone, Clay, Glass, &c.	359	8,738	129	8,867	11.55	23,461	2,226,480	1,441,605
Working in Wood	943	10,111	166	10,277	11.03	23,361	1,583,959	1,903,779
Metal Works, Machinery, &c.	927	38,715	1,214	39,929	11.79	74,350	10,712,607	8,854,156
Connected with Food, Drink, &c.	898	13,324	6,375	19,699	11.38	41,764	7,064,161	3,496,782
Clothing, Textile Fabrics, &c.	1,541	9,611	22,235	31,916	11.68	9,783	2,023,155	3,970,694
Books, Paper, Printing, &c.	553	8,911	3,567	12,478	11.91	11,830	3,031,661	2,375,153
Musical Instruments, &c.	22	707	74	781	11.72	722	57,544	180,433
Arms and Explosives	4	359	7	376	12.00	688	33,533	100,443
Vehicles and Fittings, Saddlery, &c.	808	7,365	293	7,663	11.67	3,510	506,860	1,333,183
Ship and Boat-building, &c.	47	4,935	45	4,980	11.99	9,014	1,829,957	1,264,032
Furniture, Bedding, and Upholstery	390	4,890	652	5,582	11.76	3,830	258,874	957,914
Drugs, Chemicals, and By-products	137	1,876	978	2,874	11.83	3,697	880,288	554,519
Surgical and other Scientific Instruments	23	193	48	241	12.00	76	19,058	47,012
Jewellery, Timepieces, and Plate-ware	84	772	101	873	11.83	439	54,935	158,669
Heat, Light, and Power	185	4,224	94	4,318	11.57	159,430	8,200,851	1,091,236
Leatherware, n.e.i.	44	732	430	1,162	11.92	191	40,735	176,899
Minor Wares, n.e.i.	55	1,164	691	1,855	11.38	1,375	244,272	299,758
Total	7,321	121,845	37,829	159,674	11.63	379,260	41,141,890	29,772,994

Class of Industry.	Establishments.	Average Number of Employees.			Average Time worked per Employee.	Horse-power of Machinery—Average used.	Value of Machinery, Tools, and Plant.	Total Salaries and Wages, exclusive of Drawings of Working Proprietors.
		Males.	Females.	Total.				
METROPOLITAN DISTRICT.								
Treating Raw Materials, &c. ...	116	2,613	234	2,847	11-69	7,562	804,331	598,199
Oils, Fats, &c. ...	29	1,083	595	1,478	11-51	1,615	543,853	246,829
Processes in Stone, Clay, Glass, &c. ...	182	5,506	94	5,600	11-52	10,407	1,215,921	1,251,165
Working in Wood ...	330	4,735	100	4,835	11-77	12,046	649,762	994,163
Metal Works, Machinery, &c. ...	724	25,080	1,055	26,135	11-87	20,711	4,311,394	5,487,413
Connected with Food, Drink, &c. ...	339	8,766	5,623	14,389	11-87	21,574	4,758,679	2,550,284
Clothing, Textile Fabrics, &c. ...	1,232	8,200	20,261	28,461	11-69	8,334	1,702,861	3,566,019
Books, Paper, Printing, &c. ...	347	7,563	3,412	10,975	11-93	10,891	2,602,539	2,098,998
Musical Instruments, &c. ...	21	698	74	772	11-72	722	57,529	178,419
Arms and Explosives ...	3	21	3	24	12-00	18	2,913	3,520
Vehicles and Fittings, Saddlery, &c. ...	358	4,888	193	5,081	11-62	1,604	274,810	957,966
Ship and Boat-building, &c. ...	41	4,284	31	4,315	11-99	5,727	1,402,492	1,080,677
Furniture, Bedding, and Upholstery. ...	331	4,477	673	5,150	11-76	3,438	238,171	894,146
Drugs, Chemicals, and By-products. ...	122	1,563	953	2,519	11-89	2,785	504,985	464,566
Surgical and other Scientific Instruments. ...	23	193	48	241	12-00	76	19,058	47,012
Jewellery, Timepieces, and Plated-ware. ...	82	759	100	859	11-83	492	53,835	155,999
Heat, Light, and Power ...	35	1,948	64	2,012	11-99	105,134	4,080,855	499,663
Leatherware, n.e.i. ...	44	732	430	1,162	11-92	191	40,735	176,899
Minor Wares, n.e.i. ...	48	1,125	689	1,814	11-36	1,314	231,468	292,466
Total ...	4,407	84,234	34,435	118,669	11-78	217,671	24,096,091	21,544,433

SIZE OF ESTABLISHMENTS.

The following statement shows the distribution of establishments, according to the number of persons engaged, in the metropolitan district and in the remainder of New South Wales, at intervals since the year 1901:—

Establishments employing—	1901.*		1911.		1920-21.		1923-24.	
	Establishments.	† Em- ployees.	Establishments.	† Em- ployees.	Establishments.	† Em- ployees.	Establishments.	† Em- ployees.
METROPOLITAN DISTRICT.								
Under 4 employees	79	188	238	547	493	1,083	940	1,921
4 employees ...	105	420	179	716	230	920	316	1,264
5 to 10 employees	429	3,036	743	5,336	1,072	7,566	1,184	8,306
11 „ 20 „ ...	334	4,939	520	7,834	684	10,118	791	11,724
21 „ 50 „ ...	279	8,564	477	14,655	639	20,437	720	23,033
51 „ 100 „ ...	107	7,518	202	14,360	222	15,158	268	18,567
101 and upwards...	82	17,750	151	34,144	183	49,270	188	53,854
Total ...	1,415	42,415	2,510	77,592	3,523	104,552	4,407	118,669
REMAINDER OF STATE.								
Under 4 employees	439	1,094	538	1,282	513	1,173	829	1,807
4 employees ...	256	1,024	371	1,484	270	1,080	383	1,532
5 to 10 employees	768	5,333	993	6,817	864	5,896	1,029	7,016
11 „ 20 „ ...	294	4,236	381	5,390	330	5,351	373	5,372
21 „ 50 „ ...	142	4,612	164	4,874	181	5,569	196	5,908
51 „ 100 „ ...	30	2,066	40	2,858	43	2,903	41	2,702
101 and upwards...	23	5,430	42	8,327	63	18,487	63	16,668
Total ...	1,952	23,815	2,529	31,032	2,314	40,459	2,914	41,005
NEW SOUTH WALES.								
Under 4 employees	518	1,282	776	1,829	1,006	2,256	1,769	3,728
4 employees ...	331	1,144	550	2,200	500	2,000	699	2,796
5 to 10 employees	1,197	8,369	1,735	12,153	1,936	13,462	2,213	15,322
11 „ 20 „ ...	628	9,175	901	13,224	1,064	15,439	1,164	17,096
21 „ 50 „ ...	421	13,176	641	19,529	820	26,006	916	28,941
51 „ 100 „ ...	137	9,604	242	17,218	265	18,061	309	21,269
101 and upwards...	105	23,180	193	42,471	246	67,757	251	70,522
Total ...	3,367	66,230	5,039	108,624	5,837	145,011	7,321	159,674

* Excluding a number of small establishments in country districts (see Year Book 1907-8, page 448).

† Including working proprietors.

The establishments employing 10 hands or less represent 63 per cent. of the total number, the factories in the Metropolitan area being generally larger than those in other parts of the State. The average number of employees per establishment is 27 in the Metropolis, 14 in the remainder of the State, and 22 in the whole State; in 1901 the averages were 30, 12, and 20 respectively.

Throughout the period there has been a constant increase in the number of factories in the Metropolitan district, the increase since 1913 being very marked in respect of the small establishments. In the country districts the number of establishments increased between 1901 and 1913, then declined until 1921. In that year the number began to increase slowly. In 1924 there was a marked rise, and the number was the highest yet recorded, but the increase was due in a large measure to the inclusion of a number of factories from which returns were not collected previously.

The relative position of each group of establishments in the Metropolitan and in the country districts is shown in the following statement:—

Establishments employing--	Proportion of each Group to Total.							
	Metropolitan District.				Remainder of State.			
	1901.	1911.	1920-21.	1923-24.	1901.	1911.	1920-21.	1923-24.
	per cent.	per cent.	per cent.	per cent.	per cent.	per cent.	per cent.	per cent.
Under 4 employees ...	5.6	9.5	14.0	21.3	22.5	21.3	22.2	28.5
4 employees ...	7.4	7.1	6.5	7.2	13.1	14.7	11.7	13.1
5 to 10 employees ...	30.3	29.6	30.4	26.9	39.3	39.2	37.3	35.3
11 „ 20 „	23.6	20.7	19.4	17.9	15.1	15.1	16.4	12.8
21 „ 50 „	19.7	19.0	18.2	16.3	7.3	6.5	7.8	6.7
51 „ 100 „	7.6	8.1	6.3	6.1	1.5	1.6	1.9	1.4
101 and upwards ...	5.8	6.0	5.2	4.3	1.2	1.6	2.7	2.2
Total ...	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

In the Metropolitan district the tendency towards an increase in the number of small workshops and factories has caused the proportion of establishments employing less than 5 hands to rise from 16.6 per cent. in 1911 to 28.5 per cent. in 1923-24. In the country districts the proportion of small factories has increased from 36 to 41.6 per cent.

CAPITAL INVESTED IN PREMISES.

With regard to capital permanently invested in manufacturing industries, particulars are available only of the value of land, buildings, and fixtures which are the property of the occupier; if they are not the property of the occupier the rental value is recorded.

The following statement shows the extent to which the capital value of the premises used for manufacturing purposes has increased since 1901, also the advance in the value of plant and machinery installed:—

Year.	No. of Establish- ments.	Capital Value of Premises (owned and rented).	Value of Machinery, Tools, and Plant.	Average per Establishment.	
				Value of Premises.	Value of Ma- chinery, Tools and Plant.
		£	£	£	£
1901*	3,367	7,838,628	5,860,725	2,328	1,740
1906	3,861	†9,335,966	8,407,337	2,418	2,178
1911	5,039	13,140,207	12,510,600	2,608	2,483
1915-16	5,210	17,770,517	18,211,104	3,410	3,495
1920-21	5,837	23,428,917	31,115,444	4,870	5,331
1921-22	6,356	32,052,303	35,229,530	5,043	5,543
1922-23	6,703	34,630,984	37,579,386	5,166	5,606
1923-24	7,321	37,979,192	41,141,890	5,188	5,620
Increases—Per cent., 1901-1924...	117.4	384.5	602.0	122.8	223.0

* Excluding a number of small country establishments. † Value in 1907.

The premises owned by the occupiers in 1923-24 were valued at £25,466,027, and rented premises at £12,513,165, the valuation of the latter being based on the rent paid, capitalised at fifteen years' purchase.

In 1914-15 the value of machinery and plant became greater than the value of premises, and the excess in 1923-24 was nearly 9 per cent. The great advance in values, however, is due in part only to the extension of industries.

SALARIES AND WAGES.

The amount of salaries and wages quoted throughout this chapter is exclusive of amounts drawn by working proprietors.

The salaries and wages paid to employees in manufactories and works amounted in 1923-24 to £29,772,994; male workers received £26,166,890, equal to £225 14s. 3d. per head; and female workers £3,606,104, or £96 4s. 5d. per head.

A comparison of the total amount of salaries and wages paid since 1901 is given in the next table, together with the average amount received and the average time worked per employee. Similar information regarding each class of industry is published in Part "Manufactories and Works" of the Statistical Register.

Year.	Salaries and Wages (exclusive of drawings by Working Proprietors).				Level of Average Wage. 1911 = 1000.			Average time Worked per Employee.
	Total.	Average per Employee.			Males.	Females	Total.	
		Male.	Female.	Total.				
	£	£ s. d.	£ s. d.	£ s. d.				months.
1901	4,952,000	*	*	81 0 0	*	*	839	11·32
1906	5,591,888	*	*	77 9 7	*	*	804	11·45
1911	10,047,662	114 4 9	43 2 1	96 7 1	1000	1000	1000	11·55
1915-16	13,413,845	141 9 1	53 14 6	119 5 11	1238	1246	1238	11·56
1920-21	25,618,591	210 19 10	87 12 2	182 7 10	1847	2032	1893	11·52
1921-22	26,783,242	218 0 6	91 12 4	186 4 3	1908	2125	1933	11·53
1922-23	27,135,647	213 19 7	97 4 8	184 12 4	1873	2256	1916	11·47
1923-24	29,772,994	225 14 3	96 4 5	191 1 7	1976	2232	2014	11·63

* Not available.

Since 1911 the average wages of males have increased by over 97 per cent., and of females by 123 per cent. It should be noted, moreover, that the proportion of juvenile labour was slightly less in the earlier year, when boys under 16 represented 3 per cent. of the total males, compared with 3·4 per cent. in 1924, and girls under 16 represented 8·5 per cent. of all females employed, as against 10·7 per cent. in 1924.

The average wage of males is highest in the arms and explosives, and the heat, light and power industries, where a large proportion of highly-skilled labour is employed, the average amounts paid per male worker in 1923-24 being £271 5s. 11d. and £256 19s. 6d. respectively.

Of the female workers, those employed in the clothing industries received an average wage of £97 16s. in 1923-24, being £2 5s. 9d. more than was paid to employees engaged in printing, bookbinding, etc.

PROGRESS OF MANUFACTORIES.

The following statement shows the general progress of manufactories as regards the value of production, and the amount paid in wages during the period 1901 to 1924:—

Year.	Value of—					Salaries and Wages paid, exclusive of Drawings of Working Proprietors.	Balance (Output, less Materials and Wages).
	Materials Used.	Fuel Consumed, including Motive-power Rented.	Goods Manufactured, or Work Done.	Production, being Value added to Raw Materials.	Production per Employee.		
1901	£ 15,140,896	£ 496,715	£ 25,648,471	£ 10,010,800	151·2	£ 4,952,000	£ 5,058,860
1906	22,102,685	609,998	34,796,169	12,083,486	155·3	5,591,888	6,491,598
1911	33,670,951	1,242,613	54,346,011	19,432,447	178·9	10,047,662	9,384,785
1915-16	44,227,079	1,528,220	70,989,864	25,234,565	216·6	13,413,845	11,820,720
1920-21	91,104,505	3,008,744	137,841,386	43,128,137	297·4	25,618,591	17,509,546
1921-22	82,090,396	3,983,730	132,820,065	46,745,939	313·9	26,783,242	19,962,697
1922-23	77,233,416	4,023,860	132,853,608	51,596,332	338·2	27,135,647	24,460,685
1923-24	85,568,596	5,129,848	146,359,260	55,660,316	348·6	29,772,994	25,887,822

The value of the output has grown from £25,648,000 in 1901 to £146,359,000 in 1924, and the value of production from £10,011,000 to £55,661,000.

Of the value of goods manufactured or work done in 1923-24, the cost of materials used and fuel consumed amounted to £90,698,444, and salaries and wages to £29,772,994.

Thus, on the average, out of every hundred pounds worth of goods produced in manufactories in 1923-24, the materials and the fuel cost £62, while the workers received £20 6s., leaving a balance of £17 14s. for the payment of overhead charges and for profits.

There are, of course, numerous items to be considered before profits accrue. The cost of these cannot be determined accurately, but from the information available it is possible to make a fairly reliable estimate with regard to some very important items, namely, depreciation, and interest on invested capital in factories other than Government establishments.

Excluding Government workshops and factories from consideration, the capital invested in lands, buildings, and fixtures in 1923-24 amounted to £21,614,000. Municipal valuations would indicate that the unimproved value of property is about 35 per cent. of the improved value, and on this basis the value of the buildings and fixtures would be about £14,049,000.

Factory buildings probably depreciate in value more quickly than any other class of buildings, and therefore 4 per cent. can be regarded as a very moderate rate to be allowed yearly on that account. Depreciation of plant is more rapid, and varies considerably in different industries. As a result

of inquiries made by some of the largest manufacturers in various industries and of the managers of State undertakings, it is estimated that 6½ per cent. is a fair average allowance for depreciation of plant and machinery. The allowance to be made for depreciation of buildings and fixtures would therefore be about £562,000, and on plant and machinery £2,381,000, or a total of £2,943,000.

In addition to the allowance for depreciation, a further allowance should be made for interest on invested capital. The capital invested in machinery and plant is £36,630,000, and in land and buildings £21,614,000; to this must be added the capital represented by materials awaiting treatment and by manufactured goods awaiting disposal. It has been ascertained that the average value of materials on hand awaiting treatment represents about 21·5 per cent. (equal to about two and a half months' supply) of the value of all material used during the year, which would indicate that during 1923-24 approximately £18,617,000 were thus invested. The value of unsold stocks on hand is about 5 per cent. of the total value of the output, which would represent a further investment of capital to the extent of £6,914,000. The total capital invested in 1923-24, therefore, was about £83,975,000. Interest on this amount at 5½ per cent., which could have been obtained by investment in Government loans, would be £4,619,000. The estimated allowance to be made for depreciation and interest would therefore be £7,562,000, to which must be added cost of rented premises, £833,000, so that £8,395,000 should be deducted in respect of charges which must be taken into account before profits can be estimated. This would reduce the balance remaining after payment of wages, material, and fuel to £16,254,000, equal to 11·8 per cent. of the total output, or 13·3 per cent. of cost of all items mentioned above, and such items of expense as insurance, advertising, rates and taxes would still have to be paid.

The varying proportions of the items which make up the total value of output of the manufacturing industries in various years since 1901 have been as follow:—

Year.	Proportion per cent. of Total Value of Output absorbed by—				Total.
	Materials.	Fuel.	Salaries and Wages.	Profit and Overhead Charges.	
1901	59·0	2·0	19·3	19·7	100
1906	64·0	1·8	16·1	18·1	100
1911	61·9	2·3	18·6	17·2	100
1915-16	62·3	2·2	18·9	16·6	100
1921-22	61·8	3·0	20·2	15·0	100
1922-23	58·2	3·0	20·4	18·4	100
1923-24	58·5	3·5	20·3	17·7	100

After the outbreak of war, a decline occurred in the proportions absorbed by salaries and wages, and by other expenses and profits, but whereas a recovery in wages began in 1918-19, the proportion left for profit and overhead charges continued to diminish until 1921-22, and did not attain its pre-war dimensions until 1922-23.

The following table shows, in each class of industry, the value of goods manufactured and of work done, the cost of materials used and of fuel

consumed, the amount paid in wages and salaries, and the proportion of the total value of output which each of these charges represented in the year 1923-24:—

Class of Industry.	Goods Manufactured, and Work done.	Materials used.	Fuel consumed, including Motive-power rented.	Salaries and Wages. *	Proportionate Value of Manufactured Goods represented by—			
					Materials used.	Fuel, etc.	Salaries and Wages.	Balance.
Treating Raw Material, Pastoral Products	£ 8,018,247	£ 6,447,062	£ 120,728	£ 752,848	per cent. 80.4	per cent. 1.5	per cent. 9.4	per cent. 8.7
Oils and Fats, etc.	2,657,048	1,697,094	47,966	313,879	63.9	1.8	11.8	22.5
Processes in Stone, Clay, Glass, etc.	6,009,584	1,711,041	637,750	1,941,605	28.5	10.6	32.3	28.6
Working in Wood	7,704,765	4,521,756	63,143	1,963,779	58.7	0.8	24.7	15.8
Metal Works, Machinery, etc. ...	38,121,303	22,200,708	2,019,781	8,854,156	58.2	5.3	23.2	13.3
Connected with Food and Drink, etc.	40,789,320	37,355,853	557,053	3,406,782	74.4	1.4	8.6	15.6
Clothing and Textile Fabrics, etc.	13,654,772	6,890,198	100,046	3,970,694	50.4	0.7	29.0	19.9
Books, Paper, Printing, etc. ...	7,064,326	2,836,685	87,813	2,375,153	40.2	1.2	33.6	25.0
Musical Instruments, etc.	521,549	235,935	3,440	180,433	45.2	0.6	34.6	19.6
Arms and Explosives	150,614	18,440	3,640	10,443	12.3	2.4	66.7	18.6
Vehicles, Fittings, and Saddlery, etc.	3,259,124	1,237,069	39,101	1,333,183	38.0	1.2	40.9	19.9
Ship and Boat-building, &c. ...	1,979,858	526,075	60,480	1,264,032	26.6	3.0	63.8	6.6
Furniture, Bedding, and Upholstery	3,149,676	1,706,542	21,371	957,914	54.2	0.7	30.4	14.7
Drugs, Chemicals, and By-products	4,277,601	2,259,311	50,512	554,519	52.8	1.2	13.0	33.0
Surgical and other Scientific Instruments	124,247	45,694	1,230	47,012	36.8	1.0	37.8	24.4
Jewellery, Timepieces and Plated-ware	406,534	147,197	4,807	158,669	36.2	1.2	39.0	23.6
Heat, Light, and Power	6,775,898	1,866,025	1,287,294	1,091,236	27.5	19.0	16.1	37.4
Leatherware, N.E.I.	652,764	361,065	2,239	176,899	55.3	0.4	27.0	17.3
Minor wares, N.E.I.	1,012,030	504,348	21,454	299,758	49.9	2.1	29.6	18.4
Total	146,359,260	85,568,593	5,129,848	29,772,994	58.5	3.5	20.3	17.7

*Exclusive of drawings of working proprietors.

It is interesting to note the extent to which the value of materials is enhanced by the processes of treatment. For all industries materials were 58.5 per cent. of the value of the output, but there was great diversity amongst the various classes, the proportion ranging from 12.3 per cent. in those industries dealing with arms and explosives to 80.4 per cent. in those treating raw pastoral products. These variations can be understood readily when the wide difference between the operations of the industries is considered, and the value of the plant and machinery employed is taken into account. Extensive plant alone is not a factor in the creation of high values, this being rather the result of the extensive use of machinery, and the industries dealing with food and those engaged in shipbuilding may be cited as examples. In the former class materials represent 74.4 per cent. and wages only 8.6 per cent. of the total value, while in the latter class the total wages paid amount to a sum 140 per cent. in excess of the value of materials used, and represent 63.8 per cent. of the total value. In local shipyards a very large proportion of the work consists of repairs and renovations, in which the cost of materials is much less than in the actual manufacture, and owing to the nature of the employment little machinery is brought into requisition.

The ratio of the total amount of wages to the value of production, that is, the value added to raw materials, varied from 48.8 per cent. in 1917-18 to 59.3 per cent. in 1920-21, and in 1923-24 it represented 53.5 per cent. The ratio varies considerably in different industries, as will be seen in the following table, which covers the five years 1920-24.

Particulars relating to the Commonwealth Small Arms Factory are not included in the table.

Class of Industry.	Ratio of Amount of Wages Paid to Value of Production.				
	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	per cent.	per cent.	per cent.	per cent.	per cent.
Treating Raw Material, etc.	31.4	51.8	54.6	49.3	51.9
Oils, Fats, etc.	29.9	34.4	37.2	37.8	34.4
Processes in Stone, Clay, Glass, etc.	58.6	59.1	61.6	55.5	53.0
Working in Wood ...	64.2	66.0	69.6	66.8	61.0
Metal Works, Machinery, etc.	78.3	73.2	66.8	64.6	63.7
Connected with Food, Drink, etc.	35.7	42.4	39.0	33.4	35.4
Clothing, Textile Fabrics, etc.	58.6	57.5	62.0	60.2	59.3
Books, Paper, Printing, etc.	57.2	61.6	61.5	52.8	57.4
Musical Instruments, etc.	61.7	58.8	64.4	63.2	63.9
Arms and Explosives* ...	47.2	43.0	23.0	39.8	39.7
Vehicles and Fittings, Saddlery, etc.	67.1	69.6	68.0	67.4	67.2
Ship and Boat-building, etc.	91.2	88.2	90.2	97.4	90.7
Furniture, Bedding, and Upholstery ...	69.4	71.9	70.8	67.3	67.3
Drugs, Chemicals, and By-products ...	31.2	38.0	31.9	27.2	28.2
Surgical and other Scientific Instruments ...	64.8	70.0	59.8	64.4	60.8
Jewellery, Timepieces, and Plated-ware ...	66.2	70.6	68.3	63.9	62.3
Heat, Light, and Power ...	33.6	39.5	35.4	30.2	30.1
Leatherware, N.E.I.	59.3	62.9	54.2	59.6	61.1
Minor Wares, N.E.I.	60.3	59.5	75.0	57.0	61.6
Total* ...	55.1	59.3	57.2	52.5	53.5

*Excluding Commonwealth Small Arms Factory.

FUEL CONSUMED.

The value of the fuel consumed in factories in 1923-24 was £3,579,622. Coal is used extensively in all large industries with the exception of smelting, where coke is used. The quantity and value of each kind of fuel used in the various industries in 1923-24 were as follows:—

Industry.	Coal.		Coke.		Wood.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
	Tons.	£	Tons.	£	Tons.	£
Treating Raw Materials, etc.	54,028	84,511	448	563	8,826	6,568
Oils and Fats, etc.	29,081	38,416	203	311	616	603
Stone, Clay, Glass, etc.	412,009	453,366	5,976	8,589	43,686	35,234
Working in Wood ...	7,573	9,711	303	522	16,187	8,393
Metal Works, Machinery, etc.	458,607	458,537	493,309	961,790	1,489	1,864
Food, Drink, etc.	194,373	274,496	20,606	26,122	59,837	51,764
Clothing, Textile Fabrics, etc.	16,845	23,258	2,261	3,094	247	266
Books, Paper, Printing, etc.	10,205	14,930	318	400	244	222
Musical Instruments, etc.	251	290	2	3	...	...
Arms and Explosives ...	...	...	...	...	...	...
Vehicles, Saddlery, etc.	3,259	5,942	922	1,549	1,542	1,690
Shipbuilding and Repairing ...	15,744	21,999	3,561	6,589	85	70
Furniture, Bedding, and Upholstery ...	545	880	139	174	420	260
Drugs, Chemicals, and By-products ...	10,483	15,015	4,081	4,336	513	454
Surgical and Scientific Instruments ...	4	7	11	13	...	...
Jewellery, Timepieces, and Plated-ware ...	60	108	68	96	...	...
Heat, Light, and Power ...	718,348	916,578	155,500	112,992	14,015	11,629
Leatherware, N.E.I.	36	6	48	57	...	...
Minor Wares, N.E.I.	10,569	14,844	141	206	206	255
Total ...	1,942,020	2,332,944	687,897	1,127,406	147,913	119,272

The cost of fuel varies greatly in accordance with the proximity of the industry to the source of supply; for instance, much of the coke used for smelting iron at Lithgow is produced on the South Coast, and has to be hauled long distances by train.

EMPLOYMENT.

The relative importance of the different classes of manufacturing industries, based on their capacity to employ human labour, is shown in the following comparative statement of average number of persons engaged:—

Class of Industry.	Persons engaged, including Working Proprietors.				
	1901.	1911.	1920-21.	1922-23.	1923-24.
Treating Raw Materials, Pastoral Products, etc.	2,981	3,890	3,840	4,177	3,961
Oils and Fats, Animal, Vegetable, etc. ...	698	889	1,584	1,672	1,842
Processes in Stone, Clay, Glass, etc. ...	3,102	5,695	8,829	8,303	8,867
Working in Wood ...	5,108	8,181	9,157	9,519	10,277
Metal Works, Machinery, etc. ...	13,831	22,862	36,860	34,459	39,929
Connected with Food, Drink, etc. ...	11,372	14,050	17,874	19,518	19,699
Clothing, Textile Fabrics, etc. ...	14,497	26,504	28,298	32,258	31,916
Books, Paper, Printing, etc. ...	5,573	9,134	10,527	12,299	12,478
Musical Instruments, etc. ...	226	387	642	888	781
Arms and Explosives ...	11	33	850	344	376
Vehicles and Fittings, Saddlery, etc. ...	2,541	4,416	5,267	6,561	7,663
Ship and Boat Building, etc. ...	1,541	2,429	5,175	4,928	4,980
Furniture, Bedding, and Upholstery ...	2,140	3,534	4,312	4,725	5,582
Drugs, Chemicals, and By-products ...	450	1,460	2,659	2,780	2,874
Surgical and other Scientific Instruments ...	69	96	206	215	241
Jewellery, Timepieces, and Plated-ware ...	165	753	828	852	873
Heat, Light, and Power ...	1,417	2,795	5,038	5,280	4,318
Leatherware, N.E.I. ...	117	461	919	1,064	1,162
Minor Wares, N.E.I. ...	391	1,055	2,146	2,744	1,855
Total ...	66,230	108,624	145,011	152,586	159,674

Owing to an amended classification in 1923-24, the figures for that year are not strictly comparable with those for earlier years. Certain establishments formerly included in the class musical instruments, etc., or with heat and power works are now in the metal and machinery group; others previously with minor wares have been transferred to the furniture group.

During the quinquennial period, 1901-6, the increase in the number of persons engaged in manufacturing industries was 11,592; during the next

quinquennial period, 1906-11, it amounted to 30,802. During the period 1911-16 it was only 7,777; owing to enlistments for war service, there was a decline of 3,789 persons during the two years 1913-15, and a further decline of 210 during 1915-16. The number has risen in each year since 1916, the rate of increase being greatest between 1917 and 1920.

Since 1901 the number of employees in manufacturing industries has increased much faster than the total population, the annual rates being 3·9 and 2·2 per cent. respectively. The very great proportionate growth of factories between 1906 and 1911, and the slackening between 1911 and 1916, are shown in the following comparison:—

Period.	Increase in Factory Employees.		Increase in Population— Average Annual Rate.
	Number.	Average Annual Rate.	
1901-06 (5 years)...	11,592	per cent. 3·3	per cent. 1·7
1906-11 (5 years)...	30,802	6·9	2·6
1911-16 (4½ years)...	7,777	1·5	2·4
1916-21 (5 years)...	28,610	4·5	2·1
1921-24 (3 years)...	14,663	3·3	1·9

The following table shows the average number of persons engaged in manufacturing industries in the Metropolitan area and in the remainder of the State at intervals since 1901:—

Year.	Employees (including Working Proprietors).			Year.	Employees (including Working Proprietors).		
	Metropolitan District.	Remainder of State.	Total.		Metropolitan District.	Remainder of State.	Total
1901	42,415	23,815	66,230	1920-21	104,552	40,459	145,011
1906	52,605	25,217	77,822	1921-22	110,589	38,287	148,876
1911	77,592	31,032	108,624	1922-23	114,864	37,722	152,586
1915-16	85,365	31,036	116,401	1923-24	118,669	41,005	159,674

During 1923-24 the number of workers in the Metropolitan area increased by 3,805, and in the country by 3,283, the increase in the whole State being 7,088.

Under the classification of "Remainder of State" are included such urban centres as Newcastle, Broken Hill, Parramatta, Granville, Lithgow, Wollongong, Goulburn, and Bathurst, yet it is significant that Sydney and its suburbs constitute the chief manufacturing centre of the State, and that whereas the number of employees in the Metropolitan district increased by 76,254, or 179·8 per cent., from 1901 to 1924 the increase in all other parts of the State was only 17,190 persons, or 72·2 per cent.

The increase in the number of employees of each sex during the period from 31st December, 1913, to 30th June, 1924, is shown below:—

Year.	Metropolitan District.		Remainder of State.	
	Males.	Females.	Males.	Females.
1913	61,569	24,694	31,467	2,670
1923-24	84,234	34,435	37,611	3,394
Increase per cent.	36·8	39·4	19·5	27·1

The proportion of females employed is far greater in the Metropolitan area than in the country districts, and in comparison with the increase in the employment of males, the rate of increase in the employment of females has been greater both in the metropolitan and country areas.

Average Time Worked per Employee.

The capacity of manufactories to afford employment depends to a certain extent upon the regularity of their working. Generally speaking, employment in the factories of New South Wales has been very constant. This may be illustrated by the following statement, which shows for each class of industry the average time worked per employee (inclusive of working proprietors) in representative years since 1911:—

Class of Industry.	1911.	1915-16	1920-21.	1922-23.	1923-24.
	Months.	Months.	Months.	Months.	Months.
Treating Raw Material ...	10-11	10-10	10-83	11-16	10-88
Oils and Fats	11-38	11-89	11-78	11-88	11-39
Stone, Clay, Glass	11-56	11-13	11-48	11-62	11-55
Working in Wood	10-82	10-82	11-00	10-97	11-03
Metal Works, Machinery ...	11-70	11-67	11-49	11-17	11-79
Food, Drink, etc.	11-10	11-33	11-07	11-23	11-38
Clothing, Textile Fabrics ...	11-64	11-70	11-70	11-76	11-68
Books, Paper, Printing ...	11-89	11-98	11-87	11-95	11-91
Musical Instruments	12-00	12-00	11-77	11-93	11-72
Arms and Explosives... ..	8-21	12-00	12-00	12-00	12-00
Vehicles, Saddlery	11-83	11-84	11-60	11-65	11-67
Ship Building	11-98	11-99	11-98	11-95	11-99
Furniture, Bedding	11-58	11-66	11-73	11-78	11-76
Drugs, Chemicals	11-77	11-99	11-78	11-79	11-88
Surgical Instruments	12-00	12-00	12-00	12-00	12-00
Jewellery	11-98	11-95	11-65	11-95	11-83
Heat, Light, and Power ...	11-81	11-68	11-75	10-80	11-57
Leatherware, N.E.I.	11-91	11-75	11-90	11-79	11-92
Minor Wares, N.E.I.	11-51	11-60	11-82	11-87	11-38
Mean of all Industries ...	11-55	11-56	11-52	11-47	11-63

In a number of classes work is so regular as to be almost continuous; the factories in which employment is least regular are those working in wood and engaged in treating raw material.

Sex and Age Distribution of Employees.

The following table shows the number of males and females employed in factories, and the ratio to the male and female population respectively during each year since 1915:—

Year.	Males.		Females.		Total.	
	Number.	Average per 1,000 of Male Population.	Number.	Average per 1,000 of Female Population.	Number.	Average per 1,000 of Total Population.
1914-15 ...	90,409	91·7	26,202	29·2	116,611	61·9
1915-16 ...	87,724	90·1	28,677	31·1	116,401	61·4
1916-17 ...	88,910	93·3	29,087	30·9	117,997	62·3
1917-18 ...	90,025	93·6	30,529	31·8	120,554	62·7
1918-19 ...	96,884	98·0	30,707	31·4	127,591	64·9
1919-20 ...	109,836	105·5	34,618	34·7	144,454	70·9
1920-21 ...	112,187	105·2	32,824	32·1	145,011	69·4
1921-22 ...	112,362	103·6	36,514	35·0	148,876	69·9
1922-23 ...	115,287	104·1	37,299	35·0	152,586	70·2
1923-24 ...	121,845	108·1	37,829	34·9	159,674	72·2

Manufacturing industries provide employment for about 7 per cent. of the total population; more than 10 per cent. of males find employment therein, but only about 3 per cent. of females. Proportionately the employment of males, which diminished during the earlier years of the war period, has since increased by 26 per cent. The employment of females has fluctuated to a greater extent, but shows a tendency to increase.

Under a factory system of production, there is a tendency to increase the employment of women and children. In New South Wales legislation has been introduced to keep such employment within limits considered conducive to the general good of the community, and the proportion of female labour has remained fairly constant.

The following table shows, for the years 1911, 1921, and 1924, the industries in which women and girls have been employed in greatest numbers, and the ratio to every 100 males employed in the same industries.

Only workers in the factory have been included, and managers, overseers, clerks, messengers, etc., have been excluded.

Industry	Average Number of Women and Girls employed in factory.			Number of Women and Girls per 100 Males employed in factory.		
	1911.	1920-21.	1923-24.	1911.	1920-21.	1923-24.
Food, etc.—						
Aerated Waters	128	81	57	14	14	10
Biscuits	690	822	1,073	121	102	76
Condiments, Coffee, and Spices...	209	545	571	122	125	165
Confectionery	442	1,190	1,490	70	113	149
Cornflour, Oatmeal	181	125	85	97	68	59
Jam and Fruit-canning	440	721	851	137	113	153
Meat-preserving	117	26	69	14	29	79
Pickles, Sauces, and Vinegar ...	170	230	268	195	163	179
Tobacco	746	1,262	1,244	128	131	129
Clothing, etc.—						
Dressmaking and Millinery ...	4,650	4,249	3,317	11,071	5,119	6,031
Hats and Caps	995	815	828	227	159	173
Waterproofs and Oilskins ...	97	106	78	539	505	780
Shirts, Ties, and Scarfs... ..	1,599	1,817	2,031	1,859	1,781	1,430
Slop Clothing	5,026	3,798	5,057	601	632	683
Tailoring	2,702	2,927	2,775	163	276	268
Furriers	24	129	203	114	182	176
Woollen and Tweed Mills ... }	561	793	956	172	101	165
Hosiery and Knitted Goods ... }		1,186	1,774		663	453
Dyeworks and Cleaning	22	105	149	92	76	103
Tents and Tarpaulins	230	255	96	230	274	139
Boots and Shoes	1,499	1,612	1,948	61	61	75
Chemicals, Drugs, and Medicines ...	325	540	538	89	79	89
Bedding, Flock, and Upholstery ...	96	122	187	28	34	46
Brooms and Brushware	9	60	64	5	25	26
Furnishing, Drapery, etc.	160	296	181	239	435	476
Inks, Polishes, etc. ... ..	...	170	201	...	93	83
Leatherware	56	279	385	16	57	63
Manufacturing Jewellery	47	51	55	11	12	14
Paper, Paper Bags, and Boxes ...	727	827	1,243	201	119	134
Printing and Book-binding	1,387	1,711	1,732	29	34	30
Rubber Goods	59	344	513	28	57	64
Soap and Candles	144	286	363	39	59	63
Tinsmithing	34	195	305	5	29	34
Other Industries	815	1,927	3,159	2	3	4
Total	24,387	29,602	33,846	36	32	34

The following table shows the age distribution of the persons of each sex engaged in manufactories in various years since 1907, the first year for which statistics respecting the employment of children are available:—

Year.	Persons Employed in Manufactories, including Working Proprietors.								
	Aged 16 years and over.			Children under 16 years of age.			Total.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1907	63,547	18,634	82,181	2,406	1,880	4,286	65,953	20,514	86,467
1911	79,609	24,274	103,883	2,474	2,267	4,741	82,083	26,541	108,624
1915-16	85,146	26,072	111,218	2,578	2,605	5,183	87,724	28,677	116,401
1920-21	108,514	29,214	137,728	3,673	3,610	7,283	112,187	32,824	145,011
1921-22	108,451	32,364	140,815	3,911	4,150	8,061	112,362	36,514	148,876
1922-23	111,286	33,011	144,299	4,001	4,288	8,289	115,287	37,299	152,586
1923-24	117,717	33,791	151,508	4,128	4,038	8,166	121,845	37,829	159,674

During the year 1923-24 there was an increase of 6,558 in the number of male employees and of 530 in the number of females. Of those aged 16 years and over there was an increase of 6,431 males and 780 females; but there were 123 less children in the factories than in the previous year, viz., 127 more boys and 250 less girls. Of the male employees in 1923-24, boys under 16 years numbered 4,128, or 3·4 per cent.; 19,242, or 15·8 per cent., were between 16 and 21 years; and 98,475, or 80·8 per cent., were adults. Of the females, the number and proportion in the respective groups were 4,038, or 10·6 per cent.; 13,485, or 35·6 per cent.; and 20,306, or 53·8 per cent.

CHILD LABOUR.

The law regulating primary education prescribes that children must attend school until the completion of their fourteenth year, exception being made only in case of those who, prior to reaching that age, have obtained exemption certificates, which may be granted when the children have attained a certain standard of education, or, in special cases, when attendance at an evening school is arranged. Since 1896 the Factories and Shops Act has prohibited the employment of children under the age of 14 in any factory, unless by special permission of the Minister for Labour and Industry, and such permission may not be given to a child under the age of 13 years. Permission is not granted, except in extreme circumstances, to any girl under the age of 14 years. Special permits were issued during 1924 to 218 children between the ages of 13 and 14 years, viz., to 156 boys and 58 girls in the Metropolitan district, and to 4 boys in Newcastle.

The employment in a factory of juveniles under the age of 16 years is conditional upon a medical certificate as to physical fitness being secured by the factory occupier. During the year 1924 certificates were issued to 7,957 juveniles as follows:—Metropolitan district, 3,563 boys and 3,772 girls; Newcastle, 314 boys and 121 girls; Broken Hill, 5 boys; and in the rest of the State, 150 boys and 32 girls.

Of 8,166 juveniles engaged in manufacturing, 6,824 were employed within the metropolitan area. A review of the statistics of juveniles shows that up to 1914 the boys outnumbered the girls, but in some of the more recent years the number of girls was the greater. About 92 per cent. of the girls were working in Sydney and suburbs, but 24 per cent. of the boys were employed in establishments located outside the metropolitan area.

The following statement shows the proportion of boys and girls amongst the factory employees in various years since 1907, also the proportion of children aged 13 to 15 years who are employed in factories:—

Year.	Children employed in Factories.			
	Boys per 1,000 Male Employees.	Girls per 1,000 Female Employees.	Children per 1,000 Employees.	Children per 1,000 of all Children aged 13 to 15.
1907 ...	36·5	91·6	49·6	45·9
1911 ...	25·2	76·4	37·4	49·9
1915-16 ...	19·4	90·8	44·5	48·6
1920-21 ...	32·7	110·0	50·1	62·8
1921-22 ...	34·8	113·7	54·1	68·4
1922-23 ..	34·7	115·0	54·4	68·2
1923-24 ...	33·9	106·7	51·1	66·8

The proportion of children amongst the factory employees declined in a marked degree between 1907 and 1913; during the next five years it rose slowly, then dropped almost to the pre-war level; in 1919-20, when the basic wage was increased by 17s. per week in the case of males, and by 9s. in the case of females, a marked increase occurred, particularly in the clothing industries. The proportion of boys, however, has remained lower than the figure of the year 1907, but in 1924 the proportion of girls amongst the female employees was 16 per cent. higher than in 1907. On the average, 67 children per 1,000 were employed in factories in 1924 as compared with 46 per 1,000 in 1907.

OCCUPATIONAL STATUS.

Of all the persons engaged in manufacturing industries during the year 1923-24, approximately 84 per cent. were actually employed in the different processes of manufacture, or in the sorting and packing of finished articles.

The following statement shows the occupational status of the persons engaged in each class of industry in 1923-24:—

Class of Industry.	Working Proprietors, Managers, and Overseers.	Clerks, etc.	Engine-drivers, etc.	Workers in Factory, Mill, etc.	Carters, Messengers, and others.	Persons regularly employed at their own homes.	Total.
Treating Raw Material, etc. ...	392	154	146	3,105	164	...	3,961
Oils, Fats, etc. ...	94	201	43	1,447	53	4	1,842
Processes in Stone, Clay, Glass, etc.	624	340	208	7,542	153	...	8,867
Working in Wood ...	1,309	518	418	7,650	382	...	10,277
Metal Works, Machinery, etc. ...	2,117	1,557	581	35,464	207	3	39,929
Connected with Food, Drink, etc...	1,328	1,593	807	15,449	522	...	19,699
Clothing, Textile Fabrics, etc. ...	2,310	702	51	28,242	184	427	31,916
Books, Paper, Printing, etc. ...	1,029	1,119	16	10,125	184	5	12,478
Musical Instruments ...	41	35	3	698	4	...	781
Arms and Explosives ...	18	26	6	319	7	...	376
Vehicles and Fittings, Saddlery, etc.	1,080	483	9	6,014	75	2	7,663
Ship and Boat Building, etc. ...	154	282	82	4,437	25	...	4,980
Furniture, Bedding, and Upholstery	602	161	12	4,732	48	27	5,582
Drugs, Chemicals, and By-products	244	335	41	2,225	29	...	2,874
Surgical and other Scientific Instruments.	26	17	...	196	2	...	241
Jewellery, Timepieces, and Plated-ware.	113	51	...	692	15	2	873
Heat, Light, and Power ...	300	190	752	3,055	21	...	4,318
Leatherware, N.E.I....	81	68	...	998	15	...	1,162
Minor Wares, N.E.I. ...	107	66	31	1,626	25	...	1,855
Total ...	11,969	7,898	3,206	134,016	2,115	470	159,674
Males ...	11,187	5,109	3,206	100,170	2,077	96	121,845
Females ...	782	2,789	...	33,846	38	374	37,829

The status of workers employed varied greatly in the nineteen standard classes of manufacturing industry. The average proportion of working proprietors, managers, and overseers was 7 per cent. for all classes, but it varied from 3·1 per cent. in ship and boat building to 14·1 per cent. in those making vehicles, fittings, saddlery, and harness.

Amongst the males the proportion of working proprietors, etc., was 9·2 per cent., and of workers in the factories 82·2 per cent. The corresponding proportions amongst the females were 2·1 per cent. and 89·5 per cent. respectively.

Only 4·9 per cent. of the employees were clerical workers, and of these more than one-half were females. The practice of giving out work at piece

rates is very limited. Workers employed in their own homes represented only 0·3 per cent. of the total number employed, and were almost entirely women engaged by clothing factories.

INDIVIDUAL INDUSTRIES.

The foregoing information relating to the manufacturing industry as a whole or to groups of industries serves to show the general industrial development, but it does not furnish particulars relating to individual industries. It is desirable that detailed information should be available regarding all the important industries, but the output of many of them, *e.g.*, engineering works, is not readily classifiable, and as the output is perhaps the most interesting item, it has been deemed advisable to confine the remarks in the following pages to industries whose importance merits special mention, and whose output may be shown in detail with regard to both quantity and value.

TANNERIES.

Skins and hides are exported in large quantities, and in recent years the tanning industry has extended its operations. The bulk of the local hides are tanned in New South Wales, as well as a large number imported from other Australian States and from New Zealand. Besides maintaining an extensive export trade in leather, it provides practically all the raw material needed for local requirements and for an oversea trade in footwear and other leather goods. Two-thirds of the leather produced locally is sole leather, but the production of the finer sorts is receiving increasing attention. The exports of sole leather in 1924 were valued at £232,810, and of other leather £220,810. Fancy leathers are still imported in large quantities, thus 1,288,133 sq. feet, valued at £99,488, were imported into New South Wales in 1923-24, and practically the whole came from the United States of America.

Two-thirds of the number of tanneries in operation in the State are situated within the boundaries of the Metropolitan area.

The following table gives particulars of the industry for the year 1901 and at intervals thereafter:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	108	76	80	78	77
Number of Employees ...	1,059	1,039	1,242	1,395	1,317
Average Horse-power used ...	711	1,044	2,688	2,827	2,717
Value of Land and Buildings † £	115,752	105,990	265,166	294,597	292,498
Value of Plant and Machinery £	47,274	82,241	172,132	207,555	209,705
Total Amount of Wages paid £	80,757	104,695	262,724	305,968	283,144
Value of Fuel ...	£ 4,893	7,160	17,855	23,045	22,930
Value of Materials used ...	£ 578,164	786,817	1,684,791	1,424,513	1,341,233
Value of Output ...	£ 735,231	982,023	2,103,525	1,979,964	1,908,462
Value of Production ...	£ 152,174	188,046	400,879	532,406	544,299
Materials Treated—					
Hides—					
Calf and Yearling ... No.	*	214,681	100,829	481,433	399,448
Other ... No.	*	317,025	692,335	539,045	551,465
Hide-pieces ... cwt.	*	2,537	2,000	...	...
Sheep Pelts ... No.	*	4,642,865	3,813,618	4,450,426	1,794,587
Other Skins ... No.	*	125,576	284,632	359,133	508,642
Bark ... tons	*	11,706	11,570	11,541	11,015
Articles Produced—					
Leather ... lb.	*	13,945,005	17,707,065	21,413,476	20,644,084
Basils ... lb.	*	4,324,139	2,730,162	3,293,744	1,946,195
Pelts, pickled ... No.	*	357,833	690,084	469,680	187,656
Other Skins, selling value £	*	17,151	255,535	145,589	145,527
Fleshings ... cwt	*	*	64,467	83,372	46,258

* Not available.

† Includes rented premises.

WOOL-SCOURING AND FELLMONGERING.

In the wool-scouring and fellmongering industry there is room for great development, as only one-ninth of the wool clip was scoured locally in 1923-24. The proportion is usually larger, but in the year mentioned operations were somewhat limited owing to the high prices of raw wool. The exports in 1923-24 of greasy wool were 198,950,836 lb., and of scoured wool 17,410,305 lb.

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	73	59	42	46	43
Number of Employees ...	1,459	1,603	1,461	1,504	1,243
Average Horse-power used ...	997	2,009	3,623	3,883	3,601
Value of Land and Buildings † £	125,836	169,418	276,320	254,315	300,610
Value of Plant and Machinery £	66,391	160,200	373,442	387,166	411,590
Total amount of Wages paid £	77,429	126,215	280,731	312,714	238,228
Value of Fuel ...	£ 9,059	16,277	39,542	52,658	41,558
Value of Materials used ...	£ 25,244	2,151,713	2,991,868	3,945,744	3,742,710
Value of Output ...	£ 150,614	2,393,883	3,677,014	4,698,888	4,209,545
Value of Production ...	£ 116,311	225,893	645,604	700,483	425,277
Materials Treated—					
Greasy Wool ... lb.	*	34,023,054	24,960,202	35,299,303	26,620,589
Scoured Wool ... lb.	*	*	5,738,701	6,010,320	4,826,269
Skins ... No.	*	5,180,335	4,088,690	4,061,741	2,535,904
Articles Produced—					
Scoured Wool ... lb.	*	33,283,378	25,515,850	29,834,686	20,360,530
Wool-tops and Noils ... lb.	*	*	5,623,414	5,944,069	4,542,136
Pelts ... No.	*	4,655,524	3,235,429	3,435,117	1,767,231

* Not available.

† Includes rented premises.

SOAP AND CANDLE FACTORIES.

Of the industries in which oils and fats are treated, soap and candle making is by far the most important. The industry has grown to such an extent that it supplies practically the whole of the local requirements of soap and candles, except fancy and medicated soaps, and even these are being supplied to an increasing extent. There is also a small export trade with the islands of the Pacific. The following table shows the chief particulars of the industry since 1901:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	44	37	26	28	30
Number of Employees ...	533	658	946	1,125	1,229
Average Horse-power used ...	503	785	964	1,027	1,259
Value of Land and Buildings † £	84,923	165,218	223,423	279,442	371,725
Value of Plant and Machinery £	89,147	150,453	287,714	252,744	411,576
Total amount of Wages paid £	37,681	49,555	141,135	179,478	198,634
Value of Fuel ...	£ 5,932	12,205	40,160	33,930	30,556
Value of Materials used ...	£ 208,676	359,096	859,555	739,860	766,906
Value of Output ...	£ 322,036	597,544	1,177,511	1,242,704	1,338,632
Value of Production ...	£ 107,428	226,243	277,796	468,914	541,170
Materials Treated—					
Tallow ... cwt.	*	117,428	139,153	5,203,861	163,102
Alkali ... lb.	*	6,370,007 †	4,516,054	2,544,989	4,481,548
Wax ... lb.	*	£	2,481,854	2,734,121	2,463,155
Resin ... cwt.	*	180,697	22,327	25,817	30,882
Copra Oil ... cwt.	*		15,560	25,873	30,718
Sand ... cwt.	*		3,595	25,119	22,034
Articles Produced—					
Soap ... cwt.	233,600	277,449	280,620	356,657	363,192
Soap Extract, Powders, &c. lb.	*	965,807	4,051,251	5,051,493	4,788,616
Candles (including wax) lb.	3,895,468	5,388,848	4,191,534	1,750,971	3,835,542
Glycerine ... lb.	631,650	*	1,882,423	1,577,263	1,814,714
Soda Crystals ...	£ *	14,014 †	3,456	6,928	7,466
Oleine ...	£ *	*	26,714	29,030	12,469
Stearine ...	£ *	*	25,500	31,879	31,710

* Not available.

† Includes rented premises.

‡ All factories.

BRICK AND TILE WORKS.

Owing to the abundance of clay everywhere, brickworks have been established in all parts of the State. Only 180 more persons are employed in the Metropolitan district than in the remainder of the State, but the output of the metropolitan kilns is much greater and more varied. In a number of cases the industry is associated with tile-making, so the figures for the two industries have been combined. The following figures present detailed information concerning the industry in 1901 and later years:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	182	222	159	159	171
Number of Employees ...	1,823	3,017	3,716	3,427	3,771
Average Horse-power used ...	1,228	4,865	9,181	9,643	10,657
Value of Land & Buildings† £	200,170	391,875	865,182	857,402	873,600
Value of Plant & Mach'yry £	108,589	449,100	1,114,500	1,238,838	1,380,426
Total Amount Wages paid £	149,342	322,781	777,536	673,661	816,215
Value of Fuel £	46,355	101,267	276,402	273,648	315,825
Value of Materials used £	32,199	70,881	189,150	259,922	306,423
Value of Output £	364,251	726,620	1,640,743	1,626,956	1,976,933
Value of Production ... £	285,697	554,472	1,175,191	1,093,386	1,354,685
Articles Produced—					
Bricks No.	157,999,000	327,864,000	360,092,005	367,339,346	402,594,713
Tiles £	*	24,857	286,862	245,761	328,920
Pipes £	*	52,241	6,754	9,318	8,960
Pottery £	*	51,763	...	...	...
Fire Bricks, &c. ... £	*	*	72,225	89,610	140,768

* Not available.

† Includes rented premises.

In earlier years pottery making was associated with brick making, but now it is conducted in most cases as a separate industry. •

The manufacture of roofing tiles developed to such an extent during the war that practically all the tiles now used in the State are of local production.

An inquiry was conducted by the New South Wales Board of Trade in 1924 regarding an alleged monopoly and restriction of output in this industry. Details are published in the chapter of this volume entitled Employment and Production.

State Brickworks, Homebush.

In the latter part of 1911 the Government established State Brickworks at Homebush, near Sydney, where a considerable area of suitable clay had been found.

The business results of the undertaking are highly satisfactory; at 30th June, 1924, the accumulated trading profit amounted to £164,889, and it was estimated that the Government had saved a sum of £134,511 by pur-

chasing bricks from the works. The requirements of the different Government Departments are supplied and bricks are sold to the public at prices below those ruling in private brickyards.

The following table gives particulars of the operations of the State Brick-works at Homebush Bay for each of the last five years:—

Particulars.	1920.	1921.	1922.	1923.	1924.
Bricks manufactured	37,867,209	38,586,954	40,912,716	42,397,987	44,666,718
Used for Public Works	17,722,953	19,306,494	17,537,496	14,884,200	9,882,900
Sold to Private Purchasers	19,492,205	19,230,679	22,789,963	27,454,421	34,826,912
Used at Works	85,840	20,880	701,519	69,941	53,769
Stocks at 30th June	373,278	402,179	285,917	275,342	478,479
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Cost of Manufacture per 1,000	2 0 0	2 5 7	2 7 2	2 6 5	2 6 8
Sale price per 1,000—					
Seconds	2 7 6	2 12 6	2 12 6	2 10 6	2 10 6
Commons	2 10 0	2 15 0	2 15 0	2 13 0	2 13 0
Face	4 3 0	4 8 0	4 8 0	4 6 0	*4 6 0

* From 1st November, 1923, £4 10s.

The sale prices as stated in the table were for bricks loaded into trucks at the yard, Homebush Bay.

SAWMILLS.

Sawmilling is an important industry in many parts of the State, the majority of the mills being situated in the forest areas.

Besides general sawmilling, moulding and planing are undertaken at some mills, also the cutting of wood-paving blocks. In the more important centres of population sawmills are conducted in connection with yards where imported timbers are treated and joinery work is done.

Details concerning the sawmilling industry at intervals since 1901 are as follow:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishment ..	345	452	496	483	549
Number of Employees ..	4,088	5,205	5,645	5,289	5,930
Average Horse-power used...	5,189	10,280	14,597	13,815	16,208
Value of Land and Buildings *	£ 317,193	465,548	811,830	908,246	916,898
Value of Plant and Machinery	£ 273,883	526,909	908,192	889,067	1,087,374
Total Amount of Wages Paid	£ 304,826	456,520	926,276	859,549	1,058,013
Value of Fuel	£ 17,601	6,503	24,405	30,280	34,054
Value of Materials used ..	£ 824,065	1,309,549	2,732,656	2,535,132	2,970,661
Value of Output	£ 1,336,153	2,057,807	4,103,924	3,870,324	4,815,030
Value of Production. ..	£ 494,487	741,755	1,346,863	1,304,912	1,810,315
Materials Treated—					
Logs—					
Hardwood sup. ft. ..	} 213,228,000	147,706,000	178,133,002	162,439,986	181,033,110
Softwood „ ..		65,301,000	67,823,577	69,150,760	79,813,980
Articles Produced—					
Sawn Timber—					
Hardwood sup. ft. ..	} 180,028,000	100,079,000	117,781,837	108,939,958	120,089,788
Softwood „ ..		51,392,000	45,628,945	48,077,902	55,294,335

* Includes rented premises.

METAL WORKS, MACHINERY, ETC.

This group is by far the most important of the manufacturing industries in the State, because it provides employment for nearly one-third of the adult males engaged in factories and workshops.

The output of these works constitutes a considerable proportion of the total value of local manufactures, though they supply only a portion of the local requirements of manufactured metals and machinery. Details of the products are not available, but in view of their great importance the following particulars relating to the operations in 1923-24 are shown:—

Items.	Engineering Works.	Ironworks and Foundries.	Railway and Tramway Workshops.	Metal Extraction and Ore Reduction.	Other.	Total.
Number of Establishments ...	273	141	42	20	451	927
Number of Employees ...	7,201	6,332	11,018	2,697	12,681	39,929
Average Horse-power used ...	7,737	22,938	6,633	22,779	14,258	74,350
Value of Land and Buildings* £	1,293,401	960,199	1,866,190	479,177	2,311,226	6,910,193
Value of Plant and Machinery £	1,282,508	2,604,547	2,119,828	2,764,298	1,971,428	10,742,607
Total amount of Wages paid £	1,542,735	1,479,228	2,633,611	760,280	2,438,302	8,854,156
Value of Fuel £	73,646	321,037	59,940	1,380,100	185,058	2,019,781
Value of Materials used ... £	1,742,749	7,119,763	1,886,650	5,579,104	5,872,440	22,200,706
Value of Output ... £	4,009,504	9,415,799	5,165,136	9,541,838	9,989,026	38,121,303
Value of Production ... £	2,193,109	1,974,999	3,218,546	2,582,634	3,931,528	13,900,816

* Includes rented premises.

Iron and Steel Works.

In New South Wales there are large supplies of iron ore and of coal, both of excellent quality, and in close proximity to each other and to the sea-board. An account of the situation and extent of the iron ore deposits was given in the 1917 issue of the Year Book, at page 174, and a short history of the development of the iron and steel industry in the 1921 issue, at page 345.

There are only two establishments which produce iron and steel, namely, the Eskbank (Hoskins) Iron Works, at Lithgow, and the Broken Hill Proprietary Company's Works at Newcastle. At Eskbank local iron ores are used, but the ore treated at Newcastle is imported from South Australia.

The following table shows the production of pig-iron in New South Wales at intervals since 1907:—

Year.	From New South Wales Ores.	From Other Australian Ores.	Total.	Year.	From New South Wales Ores.	From Other Australian Ores.	Total.
	Tons.	Tons.	Tons.		Tons.	Tons.	Tons.
1907	18,631	...	18,631	1921-22	66,141	235,166	301,307
1911	36,354	...	36,354	1922-23	75,781	62,333	138,114
1916	52,556	74,035	126,591	1923-24	60,841	306,258	367,099
1920-21	99,790	266,759	366,549				

The quantity of iron ore used in 1923-24 for the production of pig-iron was 594,107 tons, of which 117,128 tons were mined in New South Wales.

The particulars relating to the production of steel in the last four years are as follows:—

	1920-21.	1921-22.	1922-23.	1923-24.
	tons.	tons.	tons.	tons.
Steel Bars and Sections, Rails...	143,644	164,039	69,823	279,317
„ Plates ...	1,865	80	...	
„ Billets ...	36,014	16,888	658	

The decreased production in 1922-23 was due to the fact that the Broken Hill Company's steel works at Newcastle were closed down for nearly 9 months of the year.

Metal Extraction and Ore Reduction.

Smelting, as a distinct industry, is carried on in several centres in New South Wales, and there are 20 establishments for the treatment of ores, one of the most important being at Port Kembla in the South Coast. There is a large smelting establishment at Cockle Creek, in the Newcastle district, but it was closed during 1922-23 and 1923-24, and new plant was being constructed for the treatment of zinc concentrates.

The following statement shows the operations of New South Wales smelting companies in connection with both local and imported ores during 1923-24:—

Metal.	Quantities of Metals extracted from Ores, Concentrates, etc., the produce of—						
	N.S.W.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	N. Territory.
Silver oz.	77,397	15,130	19,57	603	18,120	140,280	...
Copper tons.	1,100	1	4,896	1	670	6,551	...
Tin „	436	...	274	...	54	...	59
Iron—pig „	60,841	...	...	306,258	...	...	...

BUTTER FACTORIES.

Butter-making is one of the chief industries connected with the preparation of articles of food; it gives employment to over 1,000 persons, and has an annual output valued at nearly £6,000,000. Butter is an important item of the export trade, and nearly 94 per cent. of local production is made in factories.

Details concerning butter factories and their operations in various years since 1901 are as follows:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments	130	150	126	122	126
Number of Employees ...	909	968	1,022	1,049	1,023
Average Horse-power used	1,765	2,161	3,843	4,262	4,591
Value of Land and Buildings † £	247,394	186,893	308,189	354,546	370,225
Value of Plant and Machinery £	172,767	230,485	395,668	493,717	519,965
Total Amount of Wages paid £	74,176	110,617	225,392	240,289	242,552
Value of Fuel £	13,924	23,599	61,635	67,450	64,010
Value of Materials used †	1,260,920	3,205,863	8,017,379	5,690,327	4,970,444
Value of Output £	1,535,398	3,475,890	8,974,967	6,281,070	5,562,381
Value of Production †	260,554	216,428	895,933	523,293	527,927
Materials Treated—					
Milk gals.	*	1,019,151†	145,084†	...	...
Cream lb.	*	176,402,048†	174,694,507†	150,392,825	145,753,583
Articles Produced—					
Butter lb.	34,282,214	78,421,512†	79,864,745†	69,255,686	68,030,162

* Not available.

† Includes rented premises.

‡ Excludes small quantities in farm factories worked by farm employees.

In addition to the butter factories, there are a number of other establishments engaged in the treatment of dairy produce. Particulars relating to all such factories are given in the following table:—

Year.	Factories.							Estimated Value of Plant and Machinery.	Machinery in use.					Persons Employed.	
	Butter only.	Cream and Milk.	Cheese only.	Bacon and Hams only.	Butter and Cheese.	Condensed Milk.	Total.		Engines.		Butter Workers and Churns.*	Cream Separators.	Cheese Presses.	Males.	Females.
									Number.	Horse- power.					
							£			No.	No.	No.			
1919-20	118	970	52	22	8	4	1,174	570,051	1,361	8,693	262	1,027	128	1,476	73
1920-21	124	1,006	49	18	5	4	1,206	649,888	1,264	9,332	262	1,031	136	1,459	72
1921-22	124	1,250	48	19	6	4	1,451	702,905	1,551	10,032	266	1,291	135	1,599	75
1922-23	119	1,250	43	21	6	2	1,446	782,863	1,533	10,415	266	1,180	117	1,538	64
1923-24	113	1,078	50	22	6	3	1,272	825,867	1,367	11,245	243	1,114	118	1,565	70

* Includes combined churns and butter-workers.

Bacon, hams, butter, and cheese are made on farms as well as in factories, therefore the chapter in this Year Book dealing with the Dairying Industry should be consulted for complete information regarding the production of these commodities.

MEAT-PRESERVING AND REFRIGERATING.

In 1919-20 there were nine establishments, with 1,109 persons employed in connection with meat-preserving, including one establishment in the country division, which was a rabbit cannery, but owing to depression in the meat trade only three of these establishments, employing 194 persons, were in operation in 1923-24. The following table shows the number of carcasses treated in establishments dealing with meat by canning and chilling at intervals since 1901:—

Year.	Meat-preserving Works.				Refrigerating Works	
	Cattle.	Sheep and Lambs.	Meat and Tongues and Sundries.		Cattle.	Sheep and Lambs.
			Quantity.	Value.		
	No.	No.	lb.	£	No.	No.
1901	16,538	732,094	*	*	18,195	963,614
1911	61,596	925,475	3,023,931	31,978	10,188	1,469,923
1920-21	4,740	13,988	2,429,345	25,811	34,147	491,198
1921-22	9,362	192,226	7,038,867	43,403	46,630	727,423
1922-23	12,601	83,465	7,550,851	51,079	36,183	1,394,484
1923-24	...	1,054	6,357,548	46,830	14,077	485,394

* Not available.

The total output in 1923-24 was valued at £146,463, the principal item being tinned meat, 2,712,529 lb., valued at £111,213.

The operations of the works are affected by a number of factors, most important being the seasons and the condition of world markets. In adverse seasons; or after a succession of good seasons, the pastoralists sell all the stock which is in marketable condition, but on the breaking of a drought stock are retained for fattening or breeding. An unusually severe drought broke in June, 1920, and for a time stock were withheld; a few months later the oversea meat markets became glutted, and prices fell below the cost of production, consequently operations have since been much restricted. During the current season, however, the condition of the oversea trade has improved as a result of a rise in prices of beef in foreign markets.

The detailed figures relating to the freezing and chilling of carcase meat at refrigerating works during the year 1923-24 were as follow:—

Live Stock Treated.				Frozen for Export.	Chilled.	Total.
				No.	No.	No.
Bullocks and Cows	...	...	...	5,138	8,939	14,077
Calves	...	...	...
Total	...	...	...	5,138	8,939	14,077
Sheep	...	...	...	298,175	36,917	335,092
Lambs	...	...	...	146,996	3,306	150,302
Total	...	...	...	445,171	40,223	485,394
Pigs	...	...	...	766	6,465	7,231
Total Carcases	...	...	...	451,075	55,627	506,702

Particulars regarding the capacity of the refrigerating and chilling works are as follow:—Refrigerating space, 3,371,000 cub. ft.; storage capacity, 3,529,500 cub. ft.; chilling space, 587,000 cub. ft.; the storage capacity is sufficient for 1,283,000 carcases of mutton or 160,000 carcases of beef. In these establishments the temperature usually ranges between 10° and 30° Fahr.

BISCUIT FACTORIES.

There are in the State twelve establishments engaged in the manufacture of biscuits, of which ten are within the Metropolitan area. The industry has made rapid progress. The output of biscuits reached nearly 44,000,000 lb., with a value of £1,365,000. A growing export trade in biscuits is maintained with the islands of the Pacific; the total exports in 1923-24 amounted to 2,210,000 lb. Details for 1901 and other years, including 1923-24, are given below:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments	8	6	10	11	12
Number of Employees	845	1,360	1,800	1,993	2,078
Average Horse-power used	131	556	1,115	1,224	1,240
Value of Land and Buildings† £	42,253	94,050	164,031	192,860	229,463
Value of Plant and Machinery £	29,066	86,192	135,285	118,508	135,245
Total Amount of Wages paid £	35,165	70,055	221,791	227,285	259,280
Value of Fuel	£ 1,862	7,104	23,614	25,908	26,727
Value of Materials used...	£ 126,891	332,341	936,747	763,206	785,094
Value of Output	£ 213,645	529,108	1,358,266	1,348,555	1,438,997
Value of Production	£ 84,892	189,653	397,905	559,441	627,176
Materials Treated—					
Flour...	...	8,755	12,210	12,486	12,784
Sugar	...	*	3,024	3,162	3,203
Articles Produced—					
Biscuits	...	22,029,000	38,308,360	39,959,144	43,351,606
Cakes—Value only	£	*	21,916	61,047	48,387

* Not available.

† Includes rented premises.

FLOUR-MILLS.

The amount of mill-power for grinding and dressing grain is ample for treating the flour consumed in the State, and in favourable seasons there is a considerable export trade.

Details concerning flour-milling at intervals since 1901 are as follow:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	89	73	60	60	60
Number of Employees ...	889	967	1,023	1,146	1,211
Average Horse-power used ...	3,149	4,670	6,384	6,724	6,563
Value of Land and Buildings† £	334,037	357,356	561,688	591,180	615,158
Value of Plant and Machinery £	254,335	340,316	572,456	752,301	788,224
Total Amount of Wages paid £	77,321	123,491	219,964	281,317	294,143
Value of Fuel ...	£ 18,977	24,648	37,746	64,615	69,472
Value of Materials used... £	1,215,420	2,211,263	4,951,650	4,634,682	4,977,707
Value of Output ...	£ 1,514,512	2,538,331	5,590,405	5,412,427	5,786,939
Value of Production ...	£ 280,115	302,420	601,009	713,130	739,760
Materials Treated—					
Wheat bus.	9,369,534	12,616,111	11,595,807	17,035,285	19,684,075
Articles Produced—					
Flour tons	191,504	253,556	244,818	354,704	409,645
Bran "	*	65,182	50,104	72,945	84,738
Pollard "	*	45,276	48,338	71,172	87,569
Sharps and Screenings	*	2,308	2,103	2,789	2,323
Wheat Meal, etc. ... cwt.	*	21,840	21,863	39,483	56,109

* Not available.

† Includes rented premises.

SUGAR-MILLS.

The manufacture of sugar has been an important industry for half a century, and so far back as 1878 there were 50 small mills in the State. There are now only 3 mills, but they are large, though their operations have decreased considerably on account of a diminution in the area under sugar-cane in New South Wales. The cultivation of sugar-cane is confined practically to the lower valleys of the Richmond, the Tweed, the Brunswick, and the Clarence Rivers, and the area has diminished in places where other crops can be grown more profitably. In the last few years the presence of "bunchy-top" in banana plantations has caused a reversion to sugar-planting in the areas affected. Queensland is the great sugar centre of Australia, on account of its immunity from the frosts, which retard the cultivation of the cane in higher latitudes.

The raw sugar manufactured in 1923-24 was valued at £451,284, and the molasses at £3,136.

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	4	4	3	3	3
Number of Employees ...	529	469	437	446	445
Average Horse-power used ...	2,578	3,000	1,279	1,921	1,926
Value of Land and Buildings £	12,177	52,480	106,070	108,672	111,869
Value of Plant and Machinery £	509,242	467,976	425,283	434,688	447,479
Total Amount of Wages paid £	31,764	38,004	63,003	68,980	71,141
Value of Fuel ...	£ 4,854	8,102	8,636	10,223	11,122
Value of Materials used	£ 95,394	107,600	303,651	366,600	298,565
Value of Output ...	£ 197,137	206,277	476,405	563,562	454,420
Value of Production ...	£ 96,889	90,575	164,118	186,739	144,733
Materials Treated—					
Cane crushed tons	131,083	147,799	131,313	147,992	132,034
Articles produced—					
Raw Sugar cwt.	296,200	345,978	302,480	371,596	336,580
Molasses gals.	1,072,400	796,440	649,800	816,720	752,650

Sugar Refinery.

There is but one sugar refinery in the State, and its treats both local and imported raw products. During the year 1923-24 it handled 2,824,200 cwt. of raw sugar, which gave an output of 2,747,540 cwt. of the refined article, valued at £4,962,744.

The three mills, which were situated respectively at Harwood Island, on the Clarence River, at Broadwater, on the Richmond, and at Condong, on the Tweed, together with the refinery at Pyrmont, Sydney, during the year 1923-24 furnished employment to 1,070 persons.

BREWERIES.

In 1923-24 there were in the State 15 establishments classed as breweries, of which 3, the largest and most important, were within the Metropolitan boundaries; the number has decreased since 1911, when there were 37, but the output has increased considerably.

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	51	37	17	16	15
Number of Employees ...	1,016	912	1,122	1,230	1,225
Average Horse-power used ...	1,105	1,035	3,289	3,389	3,479
Value of Land and Buildings* £	584,754	305,287	714,155	744,460	760,295
Value of Plant and Machinery £	190,710	281,316	924,181	925,979	1,009,851
Total Amount of Wages paid £	119,099	120,540	286,685	344,794	357,683
Value of Fuel ...	£ 13,849	17,794	66,848	74,708	77,911
Value of Materials used...	£ 282,128	494,219	1,316,561	1,161,652	1,147,228
Value of Output... ..	£ 1,022,247	1,140,151	2,515,224	2,559,523	2,623,714
Value of Production ...	£ 726,270	628,138	1,131,815	1,323,163	1,398,575
Materials Treated—					
Malt bshls.	532,930	667,457	832,850	826,804	835,052
Hops lb.	665,345	790,866	831,656	780,015	804,377
Sugar tons	3,927	4,421	5,477	5,099	4,993
Articles produced—					
Ale, Beer, Stout ... gals.	13,973,751	19,804,540	25,470,404	24,432,132	24,401,301

* Includes rented premises.

TOBACCO FACTORIES.

Ten factories under this classification were in operation during the year 1923-24, all situated within the Metropolitan area; five were engaged in the manufacture of cigars, in two tobacco was manufactured, and in three cigarettes.

Only a small proportion of the tobacco manufactured was grown in the State. In 1923-24 tobacco was grown on 1,450 acres, and the year's crop was 9,225 cwt., valued at £61,810.

Large quantities of manufactured tobacco and cigarettes are exported, but a considerable proportion of the trade consists of re-exports.

The following table shows details of the operations of tobacco factories in New South Wales at intervals since 1901:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	20	26	16	12	10
Number of Employees ...	1,061	1,462	2,394	2,311	2,393
Average Horse-power used ...	151	630	657	722	903
Value of Land and Buildings* £	155,452	182,569	291,604	299,913	344,544
Value of Plant and Machinery £	69,124	92,138	226,043	272,389	311,747
Total Amount of Wages paid £	55,149	131,323	356,781	378,032	397,631
Value of Fuel £	1,288	1,067	11,697	14,369	11,404
Value of Materials used £	389,148	776,302	3,403,517	3,070,568	3,171,230
Value of Output £	561,991	1,250,748	4,240,746	4,246,014	4,462,274
Value of Production £	171,555	473,379	825,532	1,161,077	1,279,640
Materials Treated—					
Australian Leaf ... lb.	883,615	745,405	876,097	708,962	650,461
Imported Leaf „	2,114,456	4,617,756	9,546,861	10,176,857	10,861,310
Articles produced—					
Tobacco lb.	2,524,231	3,996,471	6,622,540	7,926,088	8,310,463
Cigars „	67,128	87,818	146,433	132,204	101,360
Cigarettes „	457,276	1,899,462	5,072,903	4,145,528	4,520,651

* Includes rented premises.

WOOLLEN AND TWEED MILLS.

Although New South Wales is one of the greatest wool-producing countries in the world only a very small proportion of the woollen goods required in the State is manufactured locally, and those engaged in the manufacture of woollen materials numbered only 1,617 in 1923-24. Woollen mills were amongst the earliest established in the State, but the industry has progressed very slowly.

The output of local tweed increased by 150 per cent. between 1911 and 1921, and the production of other articles increased. There has since been a serious decline, due to slackness of trade.

Details of employment, output, and other items, at intervals since 1901, are shown in the following table:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	4	5	9	9	11
Number of Employees ...	234	738	1,650	1,536	1,617
Average Horse-power used ...	255	937	2,795	2,422	2,880
Value of Land and Buildings† £	29,780	96,821	224,474	306,624	328,540
Value of Plant and Machinery £	26,650	122,927	384,662	488,187	599,403
Total amount of Wages paid £	12,459	66,536	235,668	234,636	218,476
Value of Fuel ... £	1,727	4,632	23,517	26,769	23,800
Value of Materials used £	30,272	143,915	745,848	508,205	522,661
Value of Output ... £	57,039	271,465	1,437,647	1,068,073	934,281
Value of Production ... £	25,040	122,918	668,282	533,099	387,820
Materials Treated—					
Scoured Wool ... lb.	685,240	1,225,470	3,603,448	2,441,370	2,447,603
Cotton	†	†	332,501	131,212	156,720
Articles produced—					
Tweed and Cloth ... yds.	525,020	1,054,845	2,494,417	1,929,916	1,734,766
Flannel and Blankets £	*	95,313	198,504	185,601	210,441
Rugs and Shawls ... £	*		23,000	23,579	14,277
Noils £	†	†	14,588	5,992	8,240
Tops £	†	†	55,084	.....	.....
Yarn £	†	†	278,072	136,530	74,382

* 3,428 yards flannel, 5,000 pairs blankets, 800 rugs. † Not available.

† Includes rented premises.

BOOT AND SHOE FACTORIES.

Practically the whole of the State's requirements in boots and shoes is supplied from local factories, and small quantities are exported, principally to New Guinea, Papua, and Fiji.

Particulars of the operation of these factories since 1901 are shown in the following table:—

Items.	1901.	1911.	1920-21.†	1922-23.†	1923-24.†
Number of Establishments ...	100	106	189	387	489
Number of Employees ...	3,979	4,411	4,845	5,962	5,986
Average Horse-power used ...	300	855	1,520	1,939	2,126
Value of Land and Buildings† £	166,413	222,983	499,911	859,659	1,053,072
Value of Plant and Machinery £	85,571	156,643	202,881	309,606	337,066
Total Amount of Wages paid £	216,869	367,605	687,080	944,241	919,046
Value of Fuel £	2,978	5,298	11,696	16,038	16,083
Value of Materials used.. £	398,309	709,818	1,557,225	1,530,321	1,355,528
Value of Output... .. £	692,253	1,221,748	2,701,972	3,001,714	2,794,518
Value of Production ... £	290,966	506,632	1,133,051	1,455,355	1,422,907
Materials Treated—					
Sole Leather lb.	*	5,189,000	5,027,822	5,792,964	6,186,742
Upper sq. ft.	*	8,010,000	7,286,382	8,533,643	8,484,001
Articles produced—					
Boots and Shoes ... pairs	2,821,724	3,730,760	3,232,550	3,815,329	3,733,451
Slippers, &c.	512,584	439,428	609,401	423,325	509,731
Uppers, N.E.I.... ..	...	71,138	41,925	48,790	30,491

* Not available.

† Includes rented premises.

‡ Includes boot-repairing establishments.

In 1923-24 379 boot-repairing establishments were included; they employed 913 persons, and paid £96,767 in wages; materials to the value of £119,056 were used, including 665,417 lb. of sole leather, and 13,364 square feet of uppers; the output was valued at £361,242.

The number of boot and shoe factories was 110, of which 100 were situated within the Metropolitan area and 10 in the remainder of the State.

HAT AND CAP FACTORIES.

There has been considerable expansion in the industry organised for the manufacture of hats and caps, and Australian products have gained an important place in local markets as well as in the markets of New Zealand. Until 1898 fewer than 100 persons were employed in the industry, but in 1923-24 there were 1,454, of whom 60 per cent. were females.

There were 26 establishments listed under this classification in 1923-24, and all were situated in the Metropolitan area. Particulars of the operations since 1901 are as follows:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	10	32	28	26	26
Number of Employees ...	330	1,566	1,456	1,372	1,454
Average Horse-power used ...	21	433	764	845	872
Value of Land and Buildings* £	14,076	108,936	174,315	213,089	214,774
Value of Plant and Machinery £	7,034	60,807	88,817	150,083	151,412
Total Amount of Wages paid £	15,055	96,498	185,394	214,155	198,022
Value of Fuel ...	£ 314	4,376	7,574	9,760	8,822
Value of Materials used ...	£ 28,662	127,494	393,372	359,604	302,587
Value of Output ...	£ 54,698	293,591	747,545	712,954	657,595
Value of Production ...	£ 25,722	161,721	346,599	343,590	346,186
Hats & Caps Manufactured No.	563,976	2,692,778	2,284,572	2,099,208	2,219,004

* Includes rented premises.

ELECTRIC LIGHT AND POWER WORKS.

The industries connected with the production and supply of electric light and power are making remarkable progress, and the establishments include a number of large municipal undertakings. The development since 1901 is shown by the details given in the next table:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	51	104	117	121	121
Number of Employees...	245	929	1,353	1,532	1,668
Average Horse-power used ...	3,494	54,734	111,591	138,674	151,552
Value of Land and Buildings† £	49,132	448,972	1,381,092	1,715,678	1,975,005
Value of Plant and Machinery £	192,842	1,257,173	2,531,358	3,865,953	4,475,531
Total amount of Wages paid £	28,862	134,884	327,157	408,723	459,351
Value of Fuel ...	£ 17,166	183,248	590,373	845,724	1,084,666
Value of Materials used ...	£ 21,123	69,484	54,995	85,058	116,291
Value of Output ...	£ 87,241	896,607	1,697,763	2,745,831	3,128,963
Value of Production ...	£ 48,952	643,875	1,052,395	1,815,049	1,928,006
Coal used ... tons	*	259,239	510,088	569,764	699,472
Articles produced—					
Electric Light ... units	*	20,727,000	53,691,324	87,383,986	100,860,848
Power ... units	*	114,610,000	288,844,906	355,897,250	428,890,913

* Not available.

† Includes rented premises.

A notable feature of the operations of recent years is the increasing efficiency of the plant, as indicated by the great increase in the number of units produced per horse-power of the engines used.

GAS AND KEROSENE WORKS.

Despite the substantial progress that has been made in the installation of electric lighting plants, the use of gas for purposes of illumination, power, and cooking is extending also, as will be seen in the following table:—

Items.	1901.	1911.	1920-21.	1922-23.	1923-24.
Number of Establishments ...	38	47	46	48	48
Number of Employees ...	650	1,053	1,642	1,597	1,549
Average Horse-power used ...	711	1,394	3,125	3,682	3,986
Value of Land and Buildings† £	459,060	564,387	1,066,074	798,025	818,373
Value of Plant and Machinery £	480,533	888,711	1,892,835	2,107,476	2,292,612
Total amount of Wages paid £	80,654	154,426	437,318	368,270	349,522
Value of Fuel ...	£ 18,000	57,372	112,995	137,898	172,757
Value of Materials used £	123,440	277,861	829,906	960,565	902,712
Value of Output... £	583,815	910,972	2,264,644	2,399,778	2,346,536
Value of Production ... £	442,375	575,739	1,321,743	1,301,315	1,271,067
Materials treated—					
Coal tons	*	323,910	564,122	571,580	593,844
Shale... .. tons	*	55,621	27,298	17,248	774
Oil gals.	*	*	3,700,462	2,889,538	1,944,744
Articles produced—					
Gas ... 1,000 cub. feet	2,138,631	4,275,859	8,131,712	8,932,941	9,395,760
Coke tons	*	176,728	346,380	360,055	385,135
Tar gals.	*	3,650,000	9,861,830	9,927,543	9,744,724
Ammoniacal Liquor gals.	*	3,365,000	4,216,929	5,094,004	3,374,487
Sulphate of Ammonia tons	*	*	1,061	4,672	5,088

* Not available.

† Includes rented premises.

As was noticed in the case of electric light and power works, the greater efficiency of gas-making plant and improved methods of treatment have resulted in a remarkable increase in production. In 1911 the average production of gas per ton of coal used was 13,200 feet but in 1921-22 it was 15,100 feet, and in 1923-24 15,800 feet.

In addition to the coke-making, which is incidental to the production of gas, large quantities of coke are made on the South Coast coalfields, where a large plant is installed. The total quantity of coke produced by all plants in 1923-24 was 914,843 tons.

There is one establishment engaged in the production of kerosene.

MANUFACTORIES AND WORKS IN DIVISIONS OF THE STATE.

It has already been shown on page that 60 per cent. of manufacturing establishments are situated in the Sydney metropolitan area; of the remainder, 8 per cent. are in the Hunter and Manning District, which includes Newcastle.

The magnitude of the operations in each district is indicated in the following table:—

Division.	No. of Establishments.	Persons employed.	Value of Lands and Buildings and Fixtures.	Rent paid.	Value of Plant and Machinery.	Salaries and Wages paid.	Materials used.	Fuel and power consumed.	Value of Goods Manufactured or Work done.
	No.		£000*	£	£000	£000	£000	£000	£000
Metropolis	4,407	118,669	18,649	708,554	24,096	21,544	53,883	2,131	96,266
Balance of Cumberland ...	220	5,906	994	8,505	1,568	1,089	2,728	152	4,854
North Coast	354	3,462	536	12,575	1,155	614	3,993	87	5,242
Hunter and Manning ...	611	14,145	2,504	32,266	6,930	3,282	13,013	1,325	19,150
South Coast	251	2,906	581	13,619	1,344	598	3,375	117	5,162
North Tableland	144	856	115	6,346	230	131	341	16	601
Central Tableland	276	4,371	809	12,653	2,934	939	2,385	526	4,577
Southern Tableland ...	120	1,370	164	3,989	287	235	384	46	773
North-western Slopes ...	130	736	89	5,134	191	130	423	16	659
Central-western Slopes ...	153	878	109	6,676	209	143	524	11	809
South-western Slopes ...	250	2,054	312	11,154	563	360	1,281	59	2,021
Northern Plains	64	434	37	2,322	103	69	301	7	326
Central Plains	47	239	15	2,104	68	35	162	4	247
riverina	180	1,801	316	4,568	339	202	722	37	1,072
Western Division	114	1,797	236	3,746	1,125	402	2,053	596	4,600
	7,321	159,674	25,466	834,211	41,142	29,773	85,568	5,130	146,359

In the metropolitan district, clothing factories and metal machinery workshops give employment to a much greater number of workers than any other group, next in order being food and drink factories. In the Hunter and Manning division, establishments in the Newcastle district, in which metals are treated and machinery manufactured, constitute the most important group. Further north where there are many large butter and bacon factories, food and drink factories are most prominent. In the South Coast division, the metal and other works in the vicinity of the Illawarra coalfields give employment to a large number of employees. In all the coastal areas there are many sawmills and other wood-working establishments.

Beyond the coastal belt there are few large groups of establishments. The Central Tableland is the most important division, as it contains the Lithgow ironworks and the principal cement works. The majority of factories in the Western Division are situated in the Broken Hill district, being subsidiary to the mining of the silver-lead deposits.

The number of factories of each class and the number of persons employed in the various districts in 1923-24 were as follows:—

Division.	Raw Material.	Stone, Clay, etc.	Wood.	Metals and Machinery.	Food, Drink, etc.	Clothing, etc.	Books, Printing.	Vehicles, Saddlery.	Furniture, etc.	Heat, Light, Power.	Other Classes.	Total.
NUMBER OF ESTABLISHMENTS.												
Cumberland—												
Metropolis ...	116	182	330	724	339	1,232	347	358	331	35	413	4,407
Balance of ...	21	30	27	24	26	37	15	23	7	5	5	220
North Coast ...	2	4	100	20	91	25	25	50	16	18	3	354
Hunter and Manning ...	14	33	158	71	84	84	33	68	23	23	20	611
South Coast ...	3	13	72	9	84	13	10	24	1	21	1	251
Tablelands—												
Northern ...	8	5	33	6	23	14	11	30	2	7	5	144
Central ...	15	22	26	19	57	40	17	48	5	22	5	276
Southern ...	6	19	19	4	21	10	11	24	...	5	1	120
Western Slopes—												
North ...	9	9	28	7	29	7	9	25	...	7	...	130
Central ...	8	8	38	6	28	11	14	34	...	5	1	153
South ...	9	19	37	12	46	35	28	48	2	13	1	250
Plains—												
Northern ...	2	2	24	2	12	6	4	9	1	2	...	64
Central ...	5	1	14	1	8	2	6	9	...	1	...	47
Riverina ...	30	9	30	3	29	11	16	43	...	9	...	180
Western Division ...	5	3	12	19	21	14	7	15	2	12	4	114
Total...	253	359	948	927	808	1,541	553	808	390	185	459	7,321

NUMBER OF EMPLOYEES.												
Cumberland—												
Metropolis ...	2,847	5,600	4,835	26,135	14,389	28,461	10,975	5,081	5,150	2,012	13,184	118,669
Balance of ...	218	1,225	222	2,302	355	866	91	365	30	31	201	5,906
North Coast ...	2	31	1,207	210	1,248	155	181	268	67	68	25	3,462
Hunter and Manning ...	97	426	1,716	6,739	1,043	1,001	370	429	262	1,040	1,022	14,145
South Coast ...	18	193	595	975	379	75	56	144	1	384	86	2,906
Tablelands—												
Northern ...	33	30	176	86	105	121	68	161	6	39	31	856
Central ...	120	924	125	1,515	378	271	149	192	28	304	365	4,371
Southern ...	66	181	109	349	98	354	70	92	...	40	11	1,370
Western Slopes—												
North ...	24	41	104	136	175	40	69	109	...	38	...	736
Central ...	59	35	254	69	171	53	69	143	...	22	3	878
South ...	117	124	286	285	386	265	196	296	16	77	6	2,054
Plains—												
Northern ...	13	4	190	39	61	37	18	44	16	12	...	434
Central ...	54	1	82	7	50	18	26	39	...	6	...	289
Riverina ...	257	36	273	54	768	68	77	210	...	58	...	1,801
Western Division ...	36	16	103	1,028	93	131	63	90	6	187	44	1,797
Total	3,961	8,867	10,277	39,929	19,699	31,916	12,478	7,663	5,582	4,318	14,984	159,674

Particulars relating to a number of classes of factories are grouped with miscellaneous industries under the heading "other classes." All the factories connected with the manufacture of hats and caps, surgical instruments, and leatherware, *n.e.i.*, are located in the metropolitan district. Of the establishments in which oils and fat are treated, 29, with 1,478 employees, are in the metropolis; 1 with 129 employees elsewhere in the county of Cumberland, 4 with 195 employees, in the Hunter and Manning division; and there are 9 small factories in other divisions. Shipbuilding and repairing is conducted in two divisions only, *viz.*, Metropolis, 41 establishments, 4,315 employees; and Hunter and Manning, 6, with 665 employees. The factories producing drugs and chemicals are distributed as follows:—Metropolis, 122, with 2,519 employees; other parts of the county of Cumberland, 4 establishments, 72 employees; and 11 with 283 employees in other divisions. Of 84 jewellery establishments, 82 with 859 employees are in the metropolitan area.

NEW INDUSTRIES, 1923-24.

Apart from the progress which is manifested in the expansion of existing industries, evidence of the growth of secondary production lies in the establishment of factories to undertake the manufacture of commodities, which hitherto had not been produced in New South Wales. Amongst the new industries which commenced during 1923-24 were mills for ginning, spinning and weaving cotton, factories for weaving silk, for making carpets, and for the manufacture of poison to destroy prickly-pear. These new works represented the investment of nearly £250,000 in land, buildings, machinery, etc., and over 300 hands were employed though some of the enterprises were not yet in full operation.

AGRICULTURE.

THE land of New South Wales, comprising an area of nearly two hundred million acres, is practically all under occupation. It embraces so great a variety of soils and climate that almost any kind of crop, whether specially the produce of temperate, and even cold, climates, or of sub-tropical regions, may be grown. The nature of the soil varies greatly in different parts of the country; but, except in the inaccessible or rugged portions of the mountain chains, and the more arid regions of the north-western districts, the soil is almost everywhere susceptible of cultivation. The variety of climate experienced extending through 8 degrees of latitude—from 29 degrees to 37 degrees south—causes a corresponding variety in the kinds of produce which may be grown successfully. The area absolutely unfit for occupation of any sort has been estimated roughly at less than 5,000,000 acres. Success in agricultural operations in New South Wales is, however, altogether independent of the mere fitness of the soil for cultivation. Up to the present, experience has shown that an irregular rainfall and a want of uniformity in the seasons, which are the chief characteristics of the climate of a large part of the interior, are the greatest drawbacks to the advance of agriculture, but research and experiment are extending steadily the areas on which agricultural pursuits may be followed with success.

The land adaptable to cultivation, under existing conditions, is found mainly in the Eastern and Central Divisions, which cover three-fifths of the area of the State; but, owing to the confined nature of their basins, the portions of the valleys of the coastal rivers adapted for agriculture are limited, and the region is given over principally to dairy-farming. Large tracts of the tablelands are hilly and rock-strewn, and are used mainly for sheep and cattle raising. In the northern hinterland there is very little agriculture, and sheep-raising is still the principal industry, although that division has a plentiful rainfall, and large areas are adaptable to wheat-culture. At present, therefore, agriculture is confined principally to the central and southern slopes and plains of the interior, but even in the extensive and well-named Riverina district only a small portion of the land has been cultivated, and great expansion is still possible.

The meagre rainfall and the absence of irrigation facilities in the Western Division, which includes eighty million acres, or two-fifths of the surface of the State, have hitherto rendered this great area practically unfit for cultivation, although it is eminently suited for raising merino sheep.

The agricultural potentialities of the more easterly areas have not yet been fully developed, but taking a long view, wheat-growing is steadily intensifying in the central districts, while mixed farming, that is to say, wheat-growing in conjunction with sheep-raising, is extending westward. Moreover, factors such as the evolution of improved plant types, the introduction of dry-farming and other improved methods of land tillage, the extension of irrigation facilities, and the development of the railway system, are expanding the area adaptable to successful agriculture and encouraging the cultivation of new areas.

AREA OF AGRICULTURAL LANDS.

A brief historical note on the growth of agriculture was published on page 709 of the Official Year-book, 1921, and a comparison of the areas cultivated in divisions of the State since 1905 appeared on page 712.

Rapid extension in the area cropped occurred toward the end of the last century, and yet more rapid extension between 1910 and 1916. The decline in the three years 1918-1920 was due to the occurrence of bad seasons and to the uncertain outlook which faced the growing of wheat for export, but with the improvement of market and seasonal conditions there has been a recovery. The cultivation of maize and oats, which had fallen off, has recovered in recent years. Other crops are of small extent.

The progress of cultivation since 1891, in quinquennial periods, is shown in the following table:—

Years ended June—	Average Area under—		Acres per Inhabitant under—	
	Cultivation, including Grasses.	Crops.	Cultivation.	Crops.
1891-95	acres. 1,398,199	acres 1,048,554	1.18	0.88
1896-00	2,252,649	1,894,857	1.73	1.46
1901-05	2,942,506	2,436,765	2.10	1.74
1906-10	3,575,873	2,824,253	2.34	1.84
1911-15	5,187,850	4,025,165	2.93	2.27
1916-20	6,011,049	4,615,913	3.09	2.37
1921	6,280,517	4,464,342	3.01	2.14
1922	6,451,363	4,445,848	3.03	2.09
1923	6,619,538	4,694,088	3.05	2.11
1924	6,738,958	4,808,046	3.05	2.18

The area of land under sown grasses (1,930,912 acres) consists principally of lands in the coastal districts, cleared, and sometimes rudely cultivated and sown with grasses for the maintenance of dairy stock.

The average area under crop in 1916-20 is comparatively high by reason of the sudden expansion of wheat-growing in 1915-16, when the area sown with wheat was 5,122,245 acres, or approximately 1,000,000 greater than in 1914-15. This area declined by reason of bad seasons to 3,065,540 acres in 1919-20, since when it has increased by approximately 900,000 acres. However, the expansion of the area under crop in 1923-24 was due less to the extension of wheat-growing than to an increase in other forms of cultivation.

Particulars were obtained in 1924 of the area of alienated land (inclusive of that required to depasture working horses and milking cows necessary on the farm) which, in the opinion of the occupier, was suitable for cultivation after the removal of standing timber. The area so ascertained was 21,045,588 acres, or 33 per cent. of the area of alienated land occupied for agricultural and pastoral purposes. A certain proportion of the lands included in this area are situated in districts where the rainfall has not yet been found adequate for agricultural production.

The following table shows the divisional distribution of agricultural lands during the season 1923-24. The divisions referred to are shown on the map forming the frontispiece of this Year Book:—

Division.	Total Area of Division.	Area of Alienated and Crown Lands under—			Area of Alienated Land Occupied in Holdings of 1 acre and over—		
		Occupation in Holdings of 1 acre and over.	Crops.	Sown Grasses.	Suitable for Cultivation.	Under Crops, 1923-24.	Proportion of Suitable Area Cultivated.
	000 acres.	000 acres.	000 acres.	000 acres.	000 acres.	000 acres.	per cent.
Coastal—							
North Coast	7,609	4,591	109	1,431	510	109	21.4
Hunter and Manning..	8,355	5,479	99	256	439	100	22.3
Metropolitan	972	330	31	1	130	31	23.5
South Coast	6,039	2,570	53	158	304	52	17.3
Total	22,425	12,970	292	1,896	1,383	292	21.2
Tableland -							
Northern	8,165	6,570	84	6	397	83	20.3
Central	10,397	7,456	393	10	1,453	387	26.7
Southern	7,597	5,989	47	1	311	45	14.5
Total	26,659	20,015	524	17	2,161	515	23.8
Western Slopes—							
North	9,193	8,209	395	3	1,510	386	25.5
Central	7,839	6,785	1,086	1	3,456	1,045	30.2
South	11,230	9,137	1,165	9	3,393	1,108	28.4
Total	28,262	24,131	2,646	13	8,859	2,539	28.6
Central Plains—							
North	9,500	7,306	105	1	915	91	9.9
Central	14,650	13,563	151	1	2,110	140	6.6
Total	24,150	21,174	256	2	3,025	231	7.6
Riverina	16,708	16,004	1,084	2	5,501	980	17.8
Western	80,319	77,612	6	1	116	3	2.6
All Division	198,523	171,906	4,808	1,931	*21,045	4,560	21.7

* Total area of alienated land in holdings of 1 acre and over used for pastoral and agricultural purposes 63,979,697 acres.

The divisions in this table, as published prior to 1923, were arranged on a county basis, but as the statistics of 1922-23 and 1923-24 have been collected with the shire as the unit of area, a re-alignment of the territorial divisions had to be undertaken. This alteration produced considerable changes in the totals shown for individual divisions, and comparison of these with previous years is not possible.

NUMBER OF AGRICULTURAL HOLDINGS.

A consideration of the number of holdings on which land was cultivated, and the number of crops grown, affords guidance as to the popularity of the various crops. The number of farms on which wheat is sown, so far from exhibiting any permanent increase, declined after 1915-16, owing to bad seasons, but the area devoted to this crop has practically doubled in the past twenty years. Several minor industries have been languishing over lengthy periods, and less attention is being paid to maize, potatoes, and sugar-cane, than formerly. The cultivation of oats has extended, citrus fruit-growing is gaining rapidly in importance, and the occurrence of good seasons and high prices has given some stimulus to tobacco-growing.

Relatively to the area cultivated, the number of holdings on which maize is grown is greatly in excess of that of wheat, owing to the fact that many dairy-farmers crop small areas for use on the farms; whereas portion of the area under wheat—varying from one-fourth to one-seventh—is cultivated on the “shares” system, by which a number of growers may be engaged in cultivating one holding.

The number of cultivated holdings, and the number of crops cultivated on them at intervals since 1900-01 are shown below.

Kind of Crop.	Number of Holdings upon which Crop was grown.					
	1900-01.	1905-03.	1915-16.	1921-22.	1922-23.	1923-24.
Wheat	20,149	19,049	22,453	18,216	18,632	18,036
Maize	17,563	17,475	14,863	15,969	15,333	17,441
Barley	2,246	1,755	2,538	1,461	2,214	2,119
Oats	11,547	10,740	13,723	14,829	15,922	16,618
Potatoes	9,521	8,552	4,643	4,356	3,571	3,661
Tobacco	31	98	97	171	196	119
Sugar-cane	1,214	1,113	694	723	792	865
Grapes	1,832	1,530	1,388	1,341	1,845	1,834
Fruit—Citrus	1,905	2,385	5,787	6,248	5,907	5,621
Other	8,064	6,846	8,760	8,506	7,830	7,288
Market Gardens	2,266	2,842	3,301	2,180	2,220	2,603
Total Cultivated Holdings*	45,828	46,349	50,728	49,830	49,640	50,784

* Holdings on which more than one crop was grown are included once only.

Maize and oats crops for market are grown on only a small proportion of the holdings where they are cultivated.

Although the number of cultivated holdings has not increased appreciably since 1901, the agricultural industry has grown very much, as may be seen

from the comparison on page 430. The total number of holdings of one acre and upwards used for agricultural and pastoral purposes in 1923-24 was 78,909, and on 50,784 holdings areas of varying sizes were cultivated. Only 11,643 holdings were used exclusively for agricultural purposes. In addition, however, 18,773 combined agricultural with pastoral pursuits, 5,561 combined agriculture with dairying, 1,756 combined all three pursuits, and a limited amount of cultivation of a non-commercial character was conducted in connection with other activities. There were, in all, 28,125 holdings without any cultivated land.

AGRICULTURAL PRODUCTION.

The area and production of the principal crops of New South Wales are shown below. The year ended 30th June, 1916, in which the area cultivated was greater than in any other season, has been included for comparative purposes:—

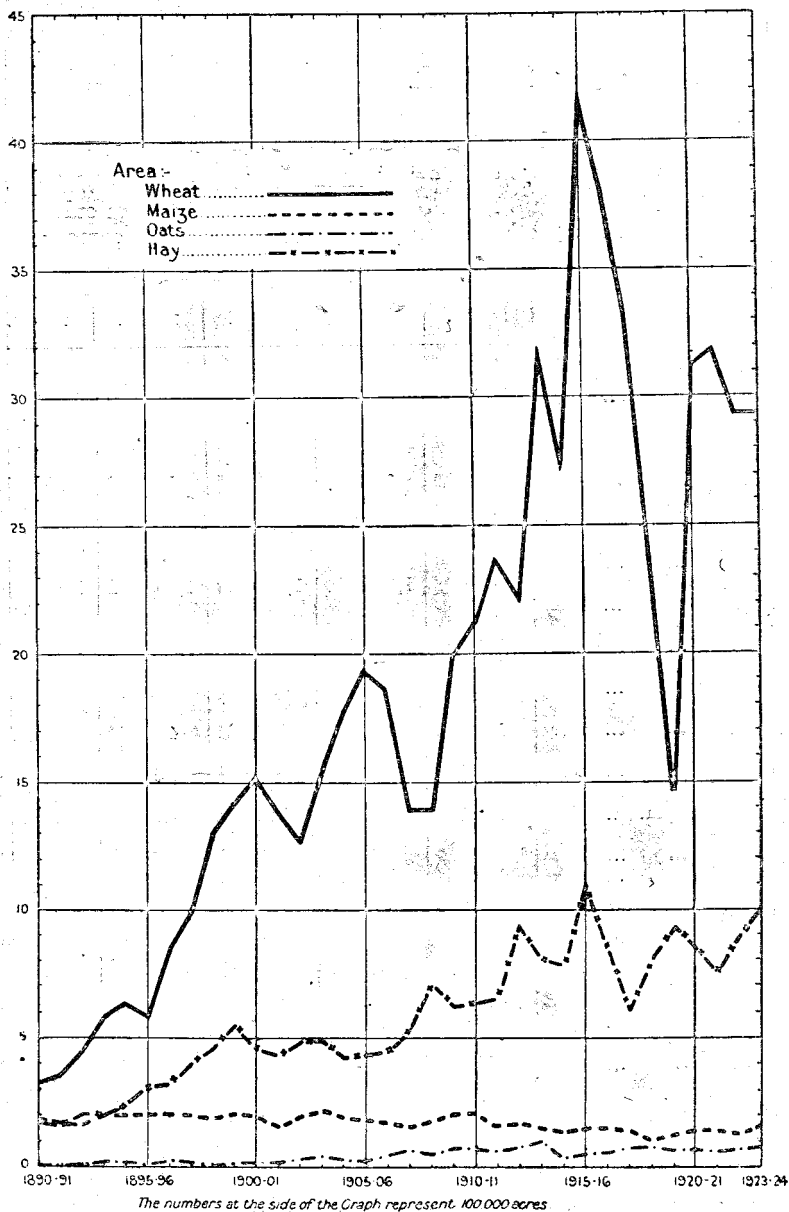
Crop.	1915-16.	1920-21.	1921-22.	1922-23.	1923-24.
Wheat (grain)—					
Area acres	4,188,865	3,127,377	3,194,949	2,942,857	2,945,335
Total yield bush.	66,764,910	55,625,000	42,767,000	28,667,949	33,176,000
Average yield p.a. ... bush.	15.9	17.8	13.4	9.7	11.3.
Maize—					
Area acres	154,130	144,105	146,687	138,169	166,974
Total yield bush.	3,773,600	4,176,000	3,976,300	3,287,523	4,623,000
Average yield p.a. ... bush.	24.5	29.0	27.1	23.8	27.7
Oats (grain)—					
Area acres	58,636	77,709	63,795	74,006	86,693
Total yield bush.	1,345,693	1,642,700	1,169,900	1,250,772	1,570,300
Average yield p.a. ... bush.	23.0	21.1	16.8	16.9	18.1
Hay—					
Area acres	1,108,919	854,363	750,928	889,457	1,023,717
Total yield tons	1,573,938	1,374,656	1,029,124	1,060,979	1,172,805
Average yield p.a. ... tons	1.42	1.61	1.37	1.19	1.14
Green Crops—					
Area acres	162,945	112,003	128,965	499,714	429,772
Potatoes—					
Area acres	19,589	27,673	29,494	22,568	21,879
Total yield tons	44,445	63,256	57,835	35,726	61,079
Average yield p.a. ... tons	2.27	2.29	1.96	1.58	2.79
Sugar-cane—					
Area cut acres	6,030	5,519	5,400	5,879	6,733
Total yield tons	157,748	131,313	149,474	147,992	132,084
Average yield p.a. ... tons	26.16	23.79	27.68	25.17	19.61
Orchards, etc.—					
Area acres	63,823	87,342	89,194	87,774	87,463
Market Gardens—					
Area acres	10,967	9,915	8,244	7,761	8,543
Total yield £	400,860	556,887	623,243	621,082	628,728
Average yield p.a. ... £	36.6	56.2	75.3	80.2	73.6
All other Crops—					
Area acres	26,843	21,203	24,114	23,274	34,782
Total Area* ... acres	5,800,747	4,467,109	4,447,770	4,696,459	4,811,891

* Including area double-cropped.

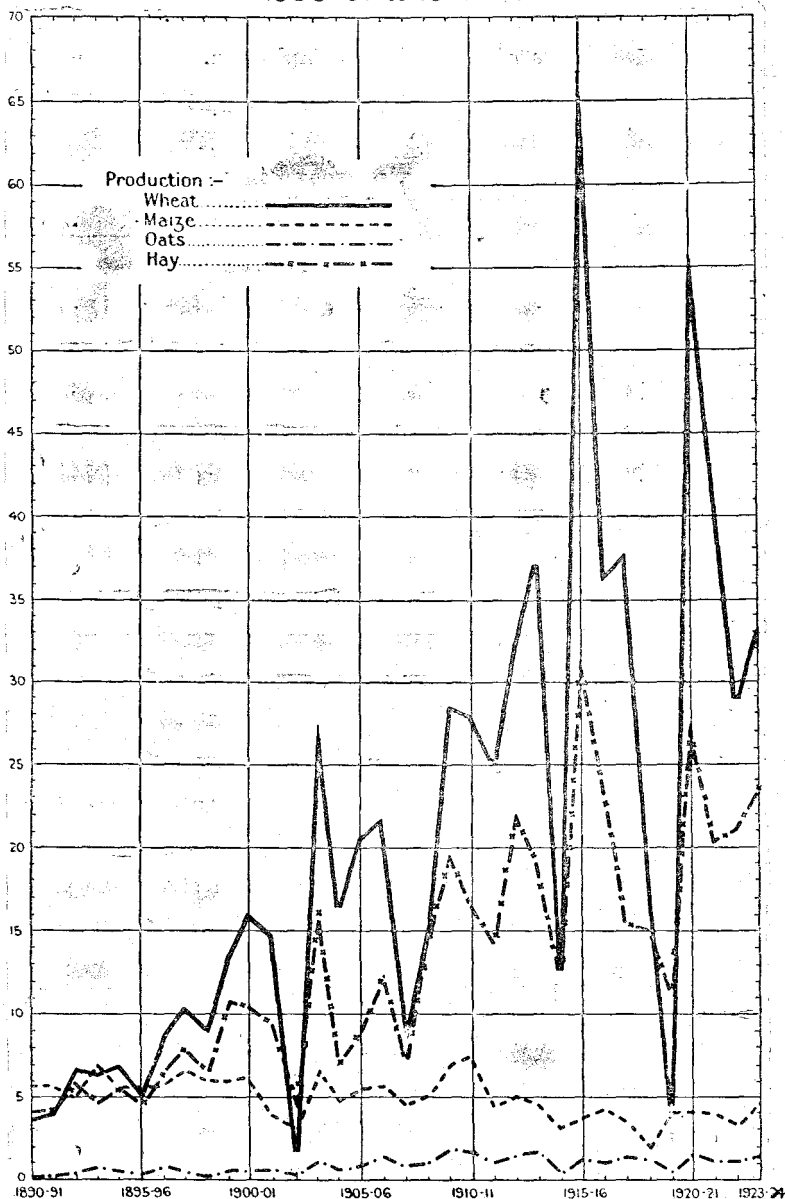
It will be observed that wheat is the only crop extensively grown. The larger part of the area devoted to hay is also under wheat, but considerable proportions are used for the production of oaten and lucerne hay.†

† See page 472.

AREA UNDER PRINCIPAL CROPS 1890-91 to 1923-24



PRODUCTION OF PRINCIPAL CROPS 1890-91 to 1923-24



In addition to the area shown as cultivated there were at 30th June, 1924, 1,930,900 acres under sown grasses; 34,537,400 acres of Crown Lands were ringbarked, partly cleared, and under native grasses; and 3,524,900 acres were ready for cultivation on alienated holdings, including 2,738,300 acres which had been cropped previously, 194,100 acres of new land cleared and prepared for ploughing, and 592,500 acres in fallow.

Value of Agricultural Production.

The estimated value of the agricultural production of the State (including the Federal Territory) during the last four seasons in comparison with 1915-16, the year of the greatest wheat harvest, and the proportionate value of each crop to the total value, are shown in the following table, the values being based on prices realised on the farm:—

Crop.	Value.					Proportion per cent.				
	1915-16.	1920-21.	1921-22.	1922-23.	1923-24.	1915-16.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£					
Wheat	13,352,980	20,164,060	9,977,550	6,689,260	7,602,840	65·6	62·3	49·2	31·4	37·0
Maize	723,270	974,260	894,670	890,260	817,550	3·6	3·0	4·4	4·2	4·1
Barley	20,630	23,270	16,350	9,960	14,560	0·1	0·1	0·1	0·1	0·1
Oats	173,820	241,480	199,820	234,750	268,260	0·9	0·7	1·0	1·1	1·3
Hay and Straw ..	3,897,910	7,494,209	5,531,750	8,923,590	7,652,020	19·1	23·2	27·3	41·9	37·2
Green Food ..	367,820	437,886	477,188	792,060	734,950	1·8	1·8	2·4	3·7	3·6
Potatoes ..	294,890	300,910	243,140	318,280	323,720	1·4	1·0	1·2	1·5	1·6
Sugar-cane ..	205,070	287,250	325,110	347,780	280,680	1·0	0·9	1·6	1·6	1·4
Grapes	98,400	143,020	125,620	179,540	171,800	0·5	0·4	0·6	0·8	0·8
Wine and Brandy ..	47,840	127,420	113,510	148,210	283,340	0·2	0·4	0·6	0·7	1·4
Fruit—Citrus ..	252,170	477,580	530,380	628,100	521,730	1·2	1·5	2·6	2·9	2·5
Other	243,210	577,200	812,210	891,010	748,640	1·2	1·8	4·0	4·3	3·6
Market-gardens..	400,860	556,887	623,243	621,080	628,730	2·0	1·7	3·1	2·9	3·1
Other Crops ..	283,990	553,028	390,229	627,130	476,890	1·4	1·7	1·9	2·9	2·3
Total.. ..	20,362,360	32,372,550	20,260,770	21,300,860	20,555,740	100	100	100	100	100

No deduction has been made from the values shown above for expenditure incurred in production. The total amount expended in fertilisers, green food, and water in 1923-24 was £575,000.

At prices prevailing in Sydney markets, the value of agricultural production in 1921-22 was £26,667,000, in 1922-23 £25,297,590, and in 1923-24 £24,471,720.

The agricultural wealth of New South Wales at present depends mainly on the return from wheat crops, including hay and straw, the value of these crops in 1923-24 being £12,114,340, or nearly 59 per cent. of the total. Maize is next in importance, but the returns from other crops, except fruit, are comparatively small.

Prior to 1920-21 the value of agricultural production reached its highest point in 1915-16, principally by reason of the largely augmented wheat yield of that year, which was supplemented by the occurrence of unusually high prices in the early part of the season as a consequence of the shortage in production caused by the drought of the previous year. In the years which followed, various causes, such as the uncertain condition of the wheat market, the derangement of oversea shipping, and the occurrence of indifferent seasons, combined to bring about a considerable decline in the volume of agricultural production, which reached its lowest point in the bad season which occurred in 1919-20. However, partly as a result of the scarcity due to bad seasons, and partly owing to factors connected with the war, prices of agricultural produce advanced considerably after 1917, and the monetary value of production remained fairly constant until 1920-21,

when the remarkable yield of wheat which followed the breaking of the drought and the high price guaranteed by the Government, produced by far the most valuable crop of wheat yet harvested in New South Wales. In 1921-22 neither the season nor the markets were so favourable for wheat, and the value of grain produced was less than half that in 1920-21. This decline, with the decrease in the value of hay crops, caused a drop of £12,000,000 in the value of agricultural production. The value of some minor crops, notably fruit, increased. In 1922-23 the wheat crop was only two-thirds of the quantity of the previous year, but the price did not increase. However, owing to an adverse pastoral season, there was a heavy demand for hay, which rose in price and proved by far the largest item in the value of agricultural production for the year. Although the yield of wheat and hay increased in 1923-24, prices fell, and the aggregate value did not increase commensurately with the increased production.

Value of Production per Acre.

The following table, showing the value of production from agriculture, together with the average per acre, affords an interesting summary of the expansion of agricultural pursuits and a measure of the condition of the industry:—

Years ended June--	Average Annual Area Cultivated.	Average Annual Value of Production.	Average Value per Acre.
	acres.	£	£ s. d.
1887-91	858,367	4,030,611	4 13 11
1892-96	1,147,733	3,812,393	3 6 5
1897-1901	2,114,250	5,592,620	2 12 11
1902-06	2,515,268	6,302,903	2 10 1
1907-11	2,933,021	8,565,164	2 18 5
1912-16	4,507,748	12,867,474	2 17 1
1917-1921	4,340,814	16,986,250	3 17 8
1922	4,445,848	20,260,770	4 11 2
1923	4,694,088	21,300,860	4 10 9
1924	4,808,046	20,555,840	4 5 6

The high value of production per acre shown in the ten years prior to 1897 was due to the fact that agriculture was on a smaller scale; cultivation was more intense than it has been in recent years, and the yield per acre usually higher. The increased value shown since 1918 has been due mainly to the high prices received for produce, but in 1921, this factor was augmented by the record yield of wheat per acre. During the year ended 30th June, 1922, the value of production per acre for all the principal crops, except sugar-cane, was lower than in the previous year, but still considerably above previous levels. In 1922-23 the returns from wheat for grain declined very heavily, but the general average was sustained by a rise in value of all the other principal crops except sugar-cane. The yield of wheat and hay increased in 1923-24 but the prices declined heavily.

The average value per acre of various crops is shown below in comparison with the average for the ten years preceding 1923-24:—
preceding 1923-24:—

Crop.	Average Values per Acre.				Average Value for 10 Years preceding 1923-24.
	1920-21.	1921-22.	1922-23.	1923-24.	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Wheat for Grain ...	6 8 11	3 2 6	2 5 5	2 13 11	2 18 0
Maize for Grain ...	6 15 2	6 2 0	6 8 10	6 1 5	6 1 1
Oats for Grain ...	3 2 2	2 17 3	3 3 5	2 17 0	2 14 3
Hay... ..	8 14 1	7 6 4	10 0 4	6 0 10	5 13 11
Potatoes ...	10 14 6	8 4 11	14 2 0	13 1 11	12 6 7
Sugar-cane...	52 1 0	60 4 1	59 2 1	43 10 8	42 2 7
Vineyards ...	36 13 5	30 17 7	38 9 3	30 16 2	27 8 8
Orchards ...	21 8 1	21 12 0	21 19 3	21 8 4	20 7 7
Market-gardens ...	56 3 4	75 12 0	80 0 6	51 13 4	48 5 9

This average value of production per acre measures the combined effect from year to year of yield obtained and prices realised, and may therefore be said to express the combined effect of market and season on the returns obtained by farmers from their holdings. To make the analysis a complete reflex of the condition of agriculture, modifying factors, such as the cost of production, drought, and other causes of loss, should be taken into consideration.

Between the 1915 and 1920 seasons the return from wheat grown for grain was far below the average. This fact shows clearly the serious effects of bad seasons, and of the uncertain market, on the growing of the principal agricultural product. A comparison with the returns obtained from hay crops (which are principally wheaten) adds weight to this point. Not only has the value per acre of hay products been far higher absolutely, but, from year to year, there has been a considerable improvement in the prices realised. This disparity was very pronounced in 1922-23, but in 1924 the pastoral season was unusually good and the value of hay declined. The market for hay is local and limited. It is also apparent that wheat was almost unique in furnishing a decreasing return per acre until 1920-21, but the high yield and prices of that season afforded a large measure of compensation to growers. The values of other crops, except potatoes, have all shown sustained improvement until 1923-24, when a reaction occurred in values. The return from potatoes in subject to market fluctuations.

WHOLESALE PRICES OF AGRICULTURAL PRODUCE.

The prices realised for agricultural produce in New South Wales, when not regulated by any authority, vary with the seasons, and, therefore, show very great fluctuations. Wheat and flour, in which alone there is a foreign trade, were closely regulated in price between 1914 and 1922, and, except in the years 1915 and 1920, when low production rendered importation necessary, the prices were allowed to vary but little. In 1921, the prices of wheat and flour in New South Wales were maintained at a figure above world's parity in order to enable the payment to growers of the minimum price guaranteed by the Government—7s. 6d. per bushel. The prices of flour, bran, and pollard, are generally fixed in relation to the price of wheat by the Flour Mill Owners' Association of New South Wales. Wheat sold locally to millers for export as flour, up to 1920, however, brought considerably higher prices than the averages shown below. In the case

of other produce, local production falls short of the requirements of the State, importation is usually necessary, and prices for these commodities are determined by external market conditions.

The quotations here given represent the average prices obtained for farm products in the various Sydney markets; for country districts due allowance must be made for cost of transportation, &c. The average for the year represents the mean of the prices ruling during each month, and does not take into account the quantity sold during the month. The prices ruling in each month of the year are shown in the "Statistical Register." The figures are those quoted by the middleman, and not those obtained by the producers:—

Commodity.	1918.	1919.	1920.	1921.	1922.	1923.	1924.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Wheat bush.	0 4 9	0 5 1½	0 8 7½	0 8 8	0 5 8	0 5 3½	0 5 5
Flour ton	11 0 0	11 5 9	18 10 11	19 6 7	12 6 9	11 3 4	12 17 2
Bran bush.	0 0 9½	0 1 2½	0 1 9½	0 1 7½	0 1 6½	0 1 7½	0 1 1½
Pollard "	0 1 1	0 1 3	0 2 0	0 1 8½	0 1 7½	0 1 8½	0 1 3½
Oats "	0 4 7	0 5 9½	0 5 7	0 3 5½	0 4 1½	0 4 7½	0 4 6½
Maize "	0 5 7	0 8 0	0 8 7	0 5 3½	0 4 11½	0 6 0½	0 4 3
Potatoes (local) .. ton	6 1 8	14 8 3	12 6 3	6 0 2	6 15 11	11 9 3	6 6 10
Onions "	14 4 9	15 12 5	20 7 3	5 12 1	12 7 10	6 10 6	13 10 6
Hay—							
Oaten ton	6 4 2	9 19 2	11 18 8	7 11 10	8 17 8	8 17 10	7 10 2
Lucerne "	4 17 9	10 9 7	11 6 10	5 18 5	6 13 7	9 4 9	6 19 3
Chaff—							
Wheaten "	5 11 6	8 18 9	10 12 11	6 8 8	6 16 8	7 4 3	6 0 9

The relationship between the prices of wheat and flour have been nearly constant in the past four years—1 ton of flour selling for as much as from 42 to 44 bushels of wheat.

The combined price variations since 1901 of agricultural produce in Sydney markets, weighted according to the average consumption in the three years 1911–13, are shown below. The prices in 1911 have been adopted as base and called 1000.

Year.	Index Number	Year.	Index Number	Year.	Index Number
1901	834	1909	1134	1917	1127
1902	1263	1910	1012	1918	1377
1903	1181	1911	1000	1919	1990
1904	789	1912	1339	1920	2430
1905	972	1913	1069	1921	1750
1906	929	1914	1135	1922	1638
1907	1003	1915	1643	1923	1720
1908	1343	1916	1163	1924	1475

It will be observed that, though seasonal causes operated to produce high prices in 1902, 1903, 1908, 1915, 1919 and 1920, there was, nevertheless, a marked rise in the price level due to other causes. In December, 1921, the index number reached 1,434—the lowest point touched since 1918. Subsequent turning points were December, 1922, when it had risen to 1,895; February, 1923, when it had fallen to 1,639; June, 1923, when it reached 1,860. In April, 1924 it had fallen to 1,393, recovering again to 1,509 in August, reverting to 1,395 in October, and rising thence to 1,602 in December, and falling to 1,575 in February.

AGRICULTURAL MACHINERY.

For harvesting grain-crops the reaper and binder, the stripper, and the harvester are used, and there is considerable difference of opinion regarding

the relative efficiency of each of these implements. The reaper and binder is employed almost exclusively in moist districts, but over the greater portion of the wheat areas conditions are favourable to the use of the harvester. A modern type of harvester, particularly adapted to Australian conditions, produced and developed locally, has contributed largely to the expansion of wheat cultivation, since it has enabled grain to be garnered with a considerable saving of time and labour. It is, however, a matter of some debate whether this useful implement is adaptable to the conditions which will govern harvesting should the system of bulk-handling of grain receive extensive application.

The following statement shows the area cropped, the total value of the agricultural machinery used, and the value of the machinery used per acre, in Divisions of the State in the year 1923-24:—

Division.	Area under Crop.	Value of Agricultural Machinery and Implements.	Value per Acre.
	acres.	£	£ s. d.
Coastal	294,947	1,027,396	3 9 8
Tableland	524,919	1,177,231	2 4 10
Western Slopes	2,645,751	4,113,503	1 11 1
Central Plains and Riverina ...	1,340,100	2,414,766	1 16 0
Western	6,174	66,452	10 15 3
Total	4,811,891	8,799,353	1 16 6

In the coastal and tableland districts the areas under cultivation are small, including many small holdings highly developed for fruit-growing, dairy-ing and market gardening, while on the slopes and plains the implements used serve large wheat farms. In the Western Division are a number of small irrigation settlements, but the area there farmed is too small to give an average which might be considered satisfactory for purposes of comparison.

Increased use of agricultural machinery has been a feature in the development of agriculture in New South Wales during the past twenty years. This matter is further discussed under the next heading.

AGRICULTURAL EMPLOYMENT.

The following table provides a comparison of the number of persons returned by land-holders as being constantly employed principally in cultivating rural holdings during each of the past ten seasons. Casual and itinerant workers are omitted from account, but, as three-fourths of rural labour is performed by permanent employees (according to statistics collected in 1923-24) the number of permanent employees is probably a reliable reflex of the fluctuation of agricultural employment. Comparisons of the area under crop and the value of machinery used are added:—

Year.	Persons Permanently Employed.*	Area under Crop.	Value of Machinery Used.*	Year.	Persons Permanently Employed.*	Area under Crop.	Value of Machinery Used.*
	No.	acres.	£		No.	acres.	£
1914-15	58,920	4,808,627	5,159,959	1919-20	47,392	3,770,155	6,128,753
1915-16	56,904	5,794,835	5,362,067	1920-21	48,896	4,464,342	7,120,381
1916-17	52,758	5,163,030	5,449,657	1921-22	47,268	4,445,848	7,884,713
1917-18	48,384	4,460,701	5,615,995	1922-23	48,154	4,694,088	8,536,164
1918-19	43,823	3,890,844	5,696,916	1923-24	46,823	4,811,891	8,799,353

* Principally in cultivating the soil.

Particulars of the classes and total wages of rural employees are shown in part "Rural Settlement" of this Year Book, and in part Primary Production of the "Statistical Register of New South Wales."

The decline in the number of persons engaged in agriculture during the first four years was doubtless due mainly to enlistments for military service, although the adverse conditions ruling in the industry probably had some effect. This latter cause doubtless operated to a marked extent during the drought which prevailed between 1918 and June, 1920. Although in 1919-20 there was an almost complete failure of the wheat crops of the State, and agricultural operations were considerably restricted, the number of persons engaged in agricultural employment increased as a result of the demobilisation of large numbers of the expeditionary forces.

Apparently the number of persons permanently engaged in cultivating rural holdings is now about 10,000 less than in the years immediately preceding the war, although the area cultivated is approximately the same. The increase in the value of the machinery used, particularly during the last five years, suggests as an explanation that the improvements in farm plant render less human labour necessary. This explanation is strengthened by the considerations that the average area sown with wheat by each farmer is increasing, and that the number of farms used only for agriculture increased from about 7,500 in pre-war years to 11,640 in 1923-24, indicating the rapid growth of a specialised class of agriculturists. Owing to the pronounced variations of seasonal factors, it is necessary in making comparisons to consider the average of periods when conditions were approximately the same.

The number of persons recorded at the Census of 1921 as being engaged in agricultural pursuits was 94,508, of whom 93,598 were males and 910 females. This represented an increase of 15,999 males and a decrease of 726 females since 1911, the net increase being 15,273 persons. In the same period the proportion of male breadwinners engaged in agricultural pursuits decreased slightly from 13.4 per cent. to 13.1 per cent., and the proportion of persons engaged in agricultural pursuits decreased from 4.8 per cent. to 4.5 per cent. of the total population.

The census classification includes persons whose employment is of a casual nature as well as certain Government officials, farm servants, and others connected with agricultural operations, but not actually engaged in cultivating the soil. The numbers recorded, therefore, are not comparable with those shown in the above table as permanently and principally employed in cultivating the soil.

FERTILISERS.

In New South Wales superphosphates is the only artificial fertiliser used extensively, the soils in the wheat areas being generally deficient in phosphoric acid. Tests of manure conducted on the farmers' experiment plots indicate that benefits derived from the application of superphosphates to wheat-lands, as a general rule, are most marked in the southern portion of the wheat-belt, viz., the South-western Slope and the Riverina. The beneficial results gradually diminish throughout the western districts which form the central portion of the wheat-belt, and in the north-western districts no advantage is gained by the use of this fertiliser. The results may be affected, however, by the fact that fallowing is more common in the south than in the west, and much more than in the north. In wheat-growing the amount of superphosphates applied is generally only 56 lb. per acre. The average in 1923-24 was exactly this amount.

The following table shows the area of land and the quantity of manure used during the year 1923-24:—

Division.	Area under Crop.	Total Area Manured.	Proportion of Area Manured to Area under Crop.	Manures Used.			
				Natural (only).	Natural and Artificial, in Combination.		Artificial (only).
					Natural.	Artificial.	
	acres.	acres.	per cent.	loads.	loads.	cwt.	cwt.
Coastal ...	294,947	42,607	14.4	74,948	101,185	82,991	104,267
Tableland ...	524,919	141,950	27.0	9,690	856	345	89,826
Western Slopes ...	2,645,751	1,170,259	44.2	2,860	...	...	539,661
Central Plains ...	253,087	63,890	24.9	1,115	430	80	22,365
Riverina ...	1,084,013	893,992	89.2	1,241	400	49	478,010
Western ...	6,174	904	14.6	3,452	520	52	10,134
Whole State ...	4,811,891	2,313,602	48.1	93,306	103,391	83,508	1,244,263

The quantities of the principal kinds of artificial fertiliser used in 1923-24 were 1,138,190 cwt. superphosphates and 78,947 cwt. of bone-dust in manuring 2,273,974 and 20,666 acres respectively.

The application of manures to agricultural lands is practised most extensively in the southern districts, the proportion of the cultivated area manured there in 1923-24 being 80 per cent. Only 24.9 per cent. of the lands cropped in the northern and central plains were manured.

In the past five years the practice of fertilising has extended, there being an increase of over 600,000 acres, or 35 per cent. in the area manured, and of 456,000 cwt. or 52 per cent. in the amount of artificial fertilisers used annually. The proportion of the area manured to the area under crop in 1922-23 was a record, being 51.2 per cent.

For the reasons explained on page 431 comparison between the totals for individual divisions in 1922-23 and previous years cannot be made.

The following table shows the total area cultivated, the total area manured, and the nature of the manures employed, in various years between 1907-8 and 1923-24.

Season.	Total Area under Crop.	Total Area Manured.	Proportion of Area Manured to Area under Crop.	Manures Used—	
				Natural.	Artificial.
	acres.	acres.	per cent.	loads.	cwt.
1907-08	2,870,137	423,678	16.5	144,021	276,120
1913-14	4,568,841	2,226,742	48.7	166,753	1,010,596
1915-16	5,794,835	2,753,431	47.5	177,788	1,132,446
1918-19	3,890,844	1,780,254	45.7	180,734	856,074
1919-20	3,770,155	1,708,762	44.5	172,878	871,833
1920-21	4,464,342	1,998,429	44.8	160,361	998,191
1921-22	4,445,848	2,104,329	47.3	176,327	1,553,710
1922-23	4,694,688	2,404,066	51.2	181,656	1,243,129
1923-24	4,811,891	2,313,602	48.1	196,697	1,327,771

Extensive manurial trials are made regularly by the Department of Agriculture with the view of encouraging the adoption of better methods, and of demonstrating to farmers that largely-increased yields result from scientific cultivation. It is in this important respect that much hope rests for the ultimate improvement of the low average wheat yield at present obtaining.

The sale of artificial manures is regulated by the Fertilisers Act of 1904, under the provisions of which measure the vendor is required to furnish to the purchaser a statement as to their nature and chemical composition. Further legislation has been urged for the more adequate protection of farmers.

SHARE-FARMING.

The system of working the land known as share-farming has played an important part in the development of agriculture in New South Wales. It took its rise towards the end of the last century, and helped to overcome the difficulties which had retarded the extension of cultivation. Land-holders could not obtain workmen to till large areas of their land, while new settlers were impeded for lack of cleared land, and of the necessary farming facilities.

The principles of the system are as follows:—The owner provides suitable land and sometimes seed and fertiliser, and the farmer generally provides the necessary plant and labour. The contract usually is that the land be operated for a specified purpose and a fixed time. Various arrangements are made for sharing the product. Sometimes the parties to the agreement take equal shares of the produce up to a specified yield, and any excess goes to the farmer as a bonus. In other cases the owner takes one-third and the farmer two-thirds of the total product.

The following table shows particulars regarding the areas used for cultivation or dairying on shares during the past six years:—

Season.	Holdings.	Share-farmers.	Area Farmed on Shares.		
			Cultivation.	Dairying.	Total.
	No.	No.	acres.	acres.	acres.
1918-19	1,530	2,675	666,264	79,622	745,886
1919-20	1,501	2,423	576,548	95,424	671,972
1920-21	1,668	2,761	614,351	121,976	736,327
1921-22	2,246	3,449	677,197	183,878	861,075
1922-23	2,457	3,970	718,488	237,069	955,557
1923-24	2,374	3,636	673,593	226,804	900,397

Practically the whole of the area cultivated on the share-system is devoted to wheat-growing. The system reached its maximum development in 1915-16, when the area cultivated under it exceeded one-fifth of the total area under crop in the State. Up to 1919-20 the returns from wheat-growing were had on account of droughts and market difficulties, and share-farming contracted more rapidly than other systems of cultivation. A marked revival has since occurred under the stimulus of the favourable seasons, though it is probable that the adverse seasonal conditions of 1922-23 had a discouraging influence.

Of the areas cultivated in 1923-24 on the share system, 433,425 acres were in the Western Slopes Division and 147,517 acres were in the Riverina.

THE DEPARTMENT OF AGRICULTURE.

Considerable attention is paid by the Government to the development of the agricultural industry, but great scope still exists for educational and scientific work in the industry in order that the resources of the State may be used with full advantage to the community.

The Department of Agriculture, created in 1890 to advance the interests of the farmers and fruit-growers of New South Wales, deals with all matters essential to agriculture. Its practical functions include the collection of information by scientific investigation and practical experiments relating to the causes of the failure of crops, improved methods of cultivation, means of combating pests, the use of fertilisers, matters of drainage and irrigation, new plants and new implements, the disposal of surplus products, the transport of produce, and the promotion of a community spirit among farmers.

At the end of 1924 the scientific and educational staff exceeded 60 in number, and through the agency of these, the Department demonstrates the value of improved methods of farming, investigates farm problems, and makes the results known to farmers. The operations of the Department in this direction are having a marked effect upon the standard and practice of agriculture in New South Wales.

Instructors in agriculture, most of whom have their headquarters in convenient country towns, are engaged in giving demonstrations to farmers, visiting private farms, delivering lectures to farmers, preparing educational pamphlets, and advising generally regarding agricultural methods. During recent years the practical services of the Department have been greatly extended by the conduct on private farms of experiments with various crops with the object of demonstrating to farmers the types of plants, the kinds of fertilisers, and the methods of cultivation best suited to their particular district. These trials are supervised by agricultural instructors, who make the results of such local experiments well known to farmers in the vicinity. In the year 1923-24, 446 experiments were conducted on 275 farms. Around some of these experimental centres have grown up defined districts in which the methods of farming are superior to those practised in districts outside their influence. The instructors also act in conjunction with the agricultural societies in promoting crop competitions among farmers. In 1923-24 there were 21 competitions for wheat and 7 for maize.

The *Agricultural Gazette*, the official organ of the Department, with a circulation of 11,100, is issued monthly. It is distributed free among farmers, and presents to them the results of scientific researches and of the investigations of official experts.

Numerous bulletins and leaflets are issued for the guidance of various classes of rural workers, and most of the publications of the Department are supplied free to persons engaged in rural industries. The numbers of various publications distributed during 1923-24 were:—Bureau Records, 62,600; Poultry Notes, 53,000; and other free bulletins, leaflets, etc., 53,870.

Country newspapers are furnished weekly with notes describing the investigations and educational operations of the Department with respect to improved methods of agriculture, dairying, stock-raising, etc. Efforts have been made to develop many phases of primary production, fallowing, rotation in cropping, and the cultivation of maize being specially treated.

The principal heads of receipts and expenditure, exclusive of capital expenditure, of the Department of Agriculture during the year ended 30th June, 1924, were as follow:—

<i>Receipts.</i>				<i>Expenditure.</i>			
		£				£	
Agricultural College, Experiment Farms, etc.		76,523		Agricultural College, Experiment Farms, etc.		142,052	
Fees for fumigation, etc.		9,884		Bulk Handling of Wheat, Grain Elevators		47,606	
Miscellaneous		3,816		Administrative		106,369	
Stock Branch		10,992					
Bulk Handling of Wheat, Grain Elevators		52,920				296,027	
		154,135		Stock and Brands, Pastures Pro- tection		117,190	
Less Refunds		589		Botanic Gardens, etc.		46,450	
Total		£153,546		Total		*£459,667	

* Including £4,113 expended by the Stores Supply Department and £1,142 by the Resumed Properties Department on behalf of the Department of Agriculture.

In addition the capital expenditure for the year amounted to £130,331, including £106,676 in connection with the bulk-handling of wheat.

Agricultural Bureau.

An Agricultural Bureau has been established with the support and co-operation of the Department. Its object is to foster the establishment in rural centres of societies which will encourage primary producers, to meet together regularly for the purpose of exchanging ideas and experiences on every kind of subject that touches rural life, and it aims specially at making scientific methods more popular. Assistance is rendered by the officers of the Department, many of whom visit the branches from time to time to deliver lectures and conduct practical demonstrations in some subject of local interest. The movement has exhibited already a tendency toward co-operation. A large number of branches have reported successful transactions in "pool" buying, while several have registered as co-operative societies. Other branches have found it advantageous to purchase in bulk for members supplies of fertilisers, potatoes, molasses, blue-stone, machinery, oil, etc., and a certain amount of inter-bureau trading is carried on. The social side is not neglected, and some branches have ladies' sections. The bureau admits children, and definitely caters for them by providing competitions of various kinds and encouraging appreciation of civic responsibilities. In this way the bureau is assisting to make rural life more attractive.

Government assistance is granted in the form of subsidies payable to each branch at the rate of 10s. for every £1 of membership fees. Although the State assists the branches in this respect, the primary object of the Bureau is to develop a spirit of self-help and co-operation in the widest sense of those terms. To facilitate this the control of each branch is placed entirely in the hands of its members, who may, therefore, develop their organisation along lines where united action is most useful. However, discussion of religious matters or party politics is not permitted in any branch. The bureau was established in 1911, and at the 30th June, 1924, there were 280 branches. Approximately 7,000 farmers are active supporters of the bureau movement. Periodically district and State conferences are held, and generally are largely attended.

In 1923 an Advisory Council was constituted, consisting of six representatives of the agricultural bureaux and four nominees of the Government.

AGRICULTURAL EDUCATION AND EXPERIMENTS.

The system of agricultural training in vogue in the educational institutions of New South Wales is not nearly so extensive as those of some other countries. In the primary schools pupils receive instruction in nature study and some training in elementary agriculture; school gardening also is commonly taught. Twelve rural schools with super-primary courses in agriculture have been established, and 688 students were enrolled in 1923. Specialised tuition is given at various schools in the Murrumbidgee Irrigation Area, several secondary schools include agriculture in the curriculum, and two agricultural high schools have been established, covering courses of three years leading to Hawkesbury Agricultural College. A Faculty of Agriculture was established at the University in 1911, in which, in 1924, there were 25 students attending lectures and one research scholar.

In order to obtain a knowledge of local conditions and to afford an education in agriculture on scientific bases, the Government has established the Hawkesbury Agricultural College, a number of experiment farms, several viticultural nurseries, an apiary, and agricultural training farms, besides farmers' experiment plots throughout the State.

Facilities are afforded for the accommodation of students at the various experiment farms. In addition, schools of instruction for dairy factory workers are held periodically, and summer and winter schools for students of both sexes are held annually at Hawkesbury Agricultural College.

Hawkesbury Agricultural College.

The Hawkesbury Agricultural College provides accommodation for resident students, and imparts theoretical and practical instruction in a three-years' course, which embraces every department of agriculture. Instruction is given also in dairying, pig-raising, horse, sheep, and poultry-breeding; and experimental research work is conducted in connection with cereal and other crops, in cultivation with fertilisers, and in soil culture. All subsidiary branches of farm-labour are taught, including blacksmithing, carpentry, sheep-killing, bee-keeping, and other occupations incidental to the pursuit of agriculture. In June, 1924, there were 122 students in residence, and 97 completed their tuition during the year. Since its inception the college has trained 2,966 students.

Jersey dairy cattle and Romney Marsh sheep are bred, also stud pigs of various breeds, which are sold to farmers throughout the Commonwealth and New Zealand. In the poultry section the egg-laying competitions attract a large number of competitors from various parts of the State.

The net receipts from the College in 1923-24 were £12,614, and the net expenditure £42,326, excluding £5,643 expended on buildings and improvements.

Experiment Farms.

An extensive programme of experiments is carried out by the Department of Agriculture on the 20 experiment farms in the State. These experiments are supervised and co-ordinated by the Research Council, which has replaced the Experiments' Supervision Committee.

Educational facilities are also provided at the experiment farms, with varying curricula, adjusted to meet local needs and climatic conditions. The aim is to disseminate better knowledge of the practice of agriculture in established industries, to encourage by example new activities suited to the locality, and to demonstrate in a practical manner the agricultural possibilities of the State.

Accommodation is provided at a number of these farms for free instruction in farming, but the facilities are not fully availed of by local boys. Farm apprentice schools are conducted at Glen Innes, Cowra, Grafton, Wollongbar, and Yanco for "Dreadnought" boys. The term is usually of six months' duration, tuition is given free of charge, and the accommodation for 100 boys is generally fully occupied.

During 1923-24 the number of trainees who completed their tuition at experiment farms was 242; making the grand total of trainees since the inception of the farms, 2,519.

Particulars relating to each farm are given in the following table:—

Farm.	Year ended 30th June, 1924.			Special Purposes.
	Area.	Students in Residence.	Fees Payable.	
	Acres.	No.		
Wagga Wagga	3,220	25	1st year £20 2nd " £15	Specialises in seed wheat.
Bathurst	752	28	do	Orchard and soil culture.
Wollongbar and Duck Creek	734	11	.. .. .	Stud farm—Dairy cattle and pigs.
Berry	403	..	.. .. .	Stud farm—Dairy cattle.
Beelbanga	566	..	.. .. .	Training farm for immigrants.
Grafton	1,075	22	.. .. .	Mixed farming suited to sub-tropical districts.
Glen Innes	1,073	19	.. .. .	Mixed farming and fruit culture.
Cowra	1,011	25	.. .. .	Specialises in seed wheat and cross-breeding with sheep.
Pera	1,183	..	.. .. .	Artesian-bore water applied to orchard culture.
Narara	100	..	.. .. .	Phylloxera-resisting vines.
Yanco	2,045	11	.. .. .	Irrigation.
Nyngan	5,049	..	.. .. .	Dry-farming. Merino sheep suitable for dry areas.
Coonamble	1,945	..	.. .. .	Dry-farming. Wheat cultivation and sheep-farming.
Temora	1,606	..	.. .. .	Specialises in seed wheat.
Condobolin	1,318	..	.. .. .	Dry-farming. Suitable varieties of wheat.
Trangie	9,786	3	.. .. .	Stud-merino farm, also specialises in wheat culture.
Seven Hills.	42	*	.. .. .	Demonstration of poultry culture.
Glenfield	112	..	.. .. .	Veterinary experiments.
Griffith	59	..	.. .. .	Mother-stock vineyard. Irrigated area.
Wauchope Apiary	36	..	.. .. .	Study of diseases among bees.

* Non-resident students are received.

The following table provides a summary of the receipts and expenditure in connection with experiment and training farms, other than Hawkesbury Agricultural College, in 1923-24:—

Receipts.				Expenditure.			
		£				£	
Fees .. .. .	..	1,191		Salaries—Professional .. .. .	..	13,444	
Sale of Produce, etc. .. .. .	..	58,902		Clerical .. .. .	..	3,371	
Other... .. .	..	3,554		General .. .. .	..	50,244	
		63,647		Other .. .. .	..	37,597	
Less Refunds .. .. .	..	296					
Net Receipts .. .. .	..	63,351		Net Expenditure .. .. .	..	104,656	

In addition £5,573 was expended on buildings and improvements.

Farrer Scholarships.

The Farrer memorial fund was established by public subscription in honour of the late William J. Farrer, whose work in the production of new wheats has afforded great benefit alike to the industry and to the community. The money subscribed has been vested in trustees, and the interest is used for the Farrer research scholarship, the specific object of which is the improvement of wheat cultivation. The scholarship is granted to a candidate selected by the trustees. At 30th June, 1924, the capital amount of the fund was approximately £2,000.

The selected scholar presents his results at the close of the year in the form of a paper, to be published by the trustees. At the end of the year the holder of the scholarship may be reappointed, or a new selection made.

A Government Farrer scholarship of an annual value of £40 is offered for competition amongst first-year students at the Hawkesbury Agricultural College who desire to make a special study of wheat cultivation.

A *Daily Telegraph* Farrer scholarship consisting of a grant of books, apparatus, etc., to the value of £10, is given each year by the *Daily Telegraph* Newspaper Co., Ltd., to the best first-year wheat student at the Bathurst or Wagga experiment farm.

WHEAT.

Wheat is the staple agricultural product of New South Wales, and its cultivation provides a means of livelihood for a large section of the population. It is the principal activity on probably one-seventh of the rural holdings of the State, and three-quarters of the total area under crop are devoted to wheat. The farm value of wheat-crops (other than those used as green fodder) in 1923-24 was £12,114,340, including £7,602,840 from grain and £4,511,500 from wheaten hay.

The mild climate of New South Wales makes it possible to work the soil on scientific lines throughout the year, and admits of the utilisation of paddocks for pastoral purposes after the crop has been harvested. The time of sowing varies according to district and seasonal conditions, but is usually between March and August. Harvests are generally gathered between November and February.

The Wheat Belt.

The area suitable for wheat-growing in New South Wales may be defined roughly as those parts of the State where precipitation is not excessive, but which have sufficient rainfall to admit of ploughing operations at the right time of the year, to cover the growing period of the wheat plant and to fill the grain during the months of ripening. The minimum average requirement was formerly placed at 10 inches of rain during the seven months from April to October, but wheat is now grown successfully where the average rainfall in this period is 9 inches, and even less. Although the months April to October are the general period for wheat-growing this period is by no means universal. The main wheat-growing districts extend for more than 500 miles in a north-easterly direction from the southern boundary, and have a maximum width of 130 miles; on the east they are distant almost uniformly about 120 miles from the coast.

The coastal region is unsuited to wheat on account of the scarcity of suitable soils and of the liability to rust and other diseases occasioned by heavy rains. Only small areas on the Tablelands are suitable for wheat-growing, and the far West has insufficient rainfall to make wheat-growing profitable except under extraordinary conditions. Between the Tablelands

and the Western Division lie considerable tracts of slope and plain eminently adapted to the cultivation of wheat. It is in this area, and particularly in the southern and central portions, that most of the wheat of the State is grown, and it is here that the prospects of a large development in the wheat industry in the near future are brightest.

Most wheat is grown in districts where the average rainfall between April and October is between 11 and 15 inches, and little is grown in eastern districts where it exceeds 20 inches in this period.

On the map forming the frontispiece of this Year Book are shown lines which represent the eastern and western limits of profitable wheat-growing for grain, as determined by experience during the ten years ending 1922. These show how great has been the expansion westward due to improvement in the methods of cultivation, and to the production of improved varieties of wheat. Between 1904 and 1912 the area added to the wheat belt by extension westwards was approximately 13,500,000 acres, and between 1912 and 1922 a further area of 6,000,000 acres was added. The total area of land between the eastern and western lines existing in 1922 was 53,000,000 acres. Probably, however, not more than one-half of the land comprised in these areas is arable.

A most noticeable feature of the development of wheat-growing was the expansion in districts with a low average rainfall. In 1912 the wheat line extended but a short distance beyond the limit of 10-inch rainfall in the growing season, but, by 1922, wheat had been profitably grown on a commercial scale as far west as Hillston and Balranald, with average rainfalls of 9.12 and 7.89 inches respectively in the growing period. In addition, wheat was grown profitably around Nevertire in the central-western plains, where the average rainfall between April and October is about 9½ inches. The total area of land included in that part of the wheat belt where the average rainfall is less than 10 inches in the period April to October inclusive, is 5,000,000 acres.

Area Suitable for Wheat-growing.

In his evidence before the Select Committee of Inquiry into the Agricultural Industry in 1921, Mr. F. B. Guthrie, chemist, Department of Agriculture, stated that in his opinion approximately 26,000,000 acres of land could be cultivated profitably for wheat in New South Wales. Of this area he assumed that one-fifth would be cultivated for wheaten hay, leaving 21,000,000 acres as the maximum to be cropped for grain.

Particulars obtained by the Government Statistician in 1922 from owners and occupiers of agricultural and pastoral holdings showed that (exclusive of land required for farm stock) there were 17,905,000 acres of alienated land in the State which, in the opinion of the occupiers, were suitable for cultivation, and that of these 12,058,000 acres were within about 12 miles of certain railways in the wheat belt. In the same year the Chief Inspector of Agriculture estimated that of 34,000,000 acres of land (both Crown and freehold) within about 12 miles of certain railways in the wheat belt, 18,900,000 acres were arable.

Further particulars of the extent and distribution of these areas, and of the number, size, and value of the alienated holdings comprised in them are shown in part Rural Settlement of the Year Book for 1922.

The total area of land in New South Wales on which wheat has been cultivated in recent years (including the new land sown in 1924) is approximately 7,750,000 acres, but of this area little more than one-half is sown with wheat each season; the remainder is left partly in fallow, planted with other crops, or used for grazing purposes only. The total area of new land cultivated for wheat between 1911 and the end of 1924 was approximately 3,500,000 acres.

Development of Wheat Growing.

Wheat growing as an industry in New South Wales has progressed steadily during a period of thirty years; at present less than one-sixth of the area suitable for wheat is cultivated each year.

The following statement shows the area under wheat for grain and for hay, together with the total production, average yield per acre, and quantity exported since 1897-98, when a surplus of wheat for export was first produced:—

Season.	Area under Wheat.				Yield.		Average yield per acre.		Quantity of Wheat and Flour exported overseas in calendar year following season.
	For Grain.	For Hay.	Fed-off.	Total.	Grain.	Hay.	Grain.	Hay.	
	acres.	acres.	acres.	acres.	thousand bushels.	thousand tons.	bushels.	tons.	thousand bushels.*
1897-98	993,350	213,720	†	1,207,070	10,560	182	10·6	·85	582
1898-99	1,319,503	312,451	†	1,631,954	9,276	177	7·0	·57	437
1899-00	1,426,166	414,813	†	1,840,979	13,604	341	9·5	·32	865
1900-01	1,530,609	332,143	†	1,862,752	16,174	343	10·6	1·05	4,788
1901-02	1,392,070	212,358	†	1,704,923	14,809	237	10·6	·92	2,914
1902-03	1,279,760	320,588	†	1,600,348	1,585	76	1·2	·24	154
1903-04	1,561,111	286,702	†	1,847,813	27,334	452	17·5	1·58	9,772
1904-05	1,775,955	284,367	†	2,030,322	16,464	207	9·3	·73	5,661
1905-06	1,939,447	313,532	†	2,253,029	20,737	305	10·7	·97	5,338
1906-07	1,866,253	316,945	16,744	2,199,942	21,318	403	11·7	1·27	6,246
1907-08	1,390,171	365,925	129,813	1,885,909	9,156	193	6·6	·54	962
1908-09	1,394,056	490,823	104,202	1,989,086	15,483	427	11·1	·87	4,866
1909-10	1,990,130	380,784	5,925	2,376,789	23,532	566	14·3	1·49	12,111
1910-11	2,128,826	422,972	61,458	2,613,256	27,914	463	13·1	1·11	14,423
1911-12	2,380,710	440,243	89,731	2,901,684	25,088	423	10·5	·96	10,172
1912-13	2,231,514	704,221	31,557	2,967,292	32,487	780	14·6	1·11	17,016
1913-14	3,205,397	534,226	23,393	3,763,016	33,020	583	11·9	1·10	20,138
1914-15	2,758,024	569,431	815,561	4,143,016	12,331	355	4·7	·62	785
1915-16	4,188,865	879,678	53,702	5,122,245	66,765	1,212	15·9	1·38	23,514
1916-17	3,808,604	633,005	58,101	4,498,310	36,598	814	9·6	1·23	21,262
1917-18	3,329,371	435,180	63,855	3,828,436	37,712	435	11·3	1·11	12,650
1918-19	2,403,669	613,544	204,161	3,227,374	18,325	517	7·6	·34	19,094
1919-20	1,474,174	716,770	877,596	3,068,540	4,338	355	3·0	·49	427
1920-21	3,127,377	520,555	15,420	3,663,352	55,625	822	17·8	1·68	41,746
1921-22	3,194,949	467,393	24,735	3,637,047	42,767	575	13·4	1·23	21,793
1922-23	2,942,857	593,184	350,963	3,892,009	23,668	649	9·7	1·09	8,504
1923-24	2,945,235	695,622	233,305	3,924,262	33,176	703	11·3	1·01	11,976
1924-25†	3,513,010	382,966	52,708	3,948,684	59,755	532	16·9	1·38	†

* Flour has been expressed as wheat. † Information not available. ‡ Subject to revision.

From this record of twenty-eight years' experience it will be observed that a poor wheat yield was obtained at intervals of more or less regular recurrence, viz., in the years 1898-9, 1902-3, 1907-8, 1914-15, 1918-19 and 1919-20, and that unfavourable seasons were particularly prevalent between 1914 and 1919. The remarkable recuperative powers of the wheat lands in favourable seasons were demonstrated in the seasons 1903-04 and 1920-21, when, following severe droughts, record yields were obtained.

The area under wheat increased rapidly during the period 1912-15, when the maximum of over 5,000,000 acres was reached. The decreases in later seasons were due mainly to a shortage of labour, unfavourable ploughing seasons, and difficulties in regard to the disposal of the harvest during the war period; moreover, the high prices obtainable for sheep and wool until the end of 1920 caused many farmers to substitute sheep-raising for wheat-growing. The splendid seasons and high prices of 1920-21 and 1921-22 encouraged growers to extend their operations, and, despite the adverse season in all districts in 1922 and in the central and northern divisions in 1923, the areas under wheat remained greater than in any preceding season except those of 1914, 1915, and 1916. A heavy fall in the price of wheat during the latter half of 1923 occurred too late to affect the area sown in that year. Prices, however, rose to a high level in 1924, and the season proved one of the most bountiful on record. These circumstances combined to produce unsurpassed prosperity in the wheat industry.

Wheat Districts.

The principal wheat-producing districts of the State, arranged in order of importance, are the south-western slopes, the Riverina, the central-western slopes, the north-western slopes, and the central tablelands. This statement refers to the statistical divisions shown on the map on the frontispiece of this Year Book.

In the 1922-23 season a redistribution of statistical divisions was made on the basis of local government areas, and, as this necessitated considerable alterations in the divisions previously adopted, the comparison formerly made* between the various divisions is not possible now.

However, as the changes are comparatively slight as regards the grouping of northern, central, and southern divisions, a comparison may be made on this basis; which has the merit of dividing the wheat belt into three portions, of which the northern normally receives the greater part of its rainfall in the summer, the southern in the winter months, while the rainfall of the central districts is non-seasonal in character, since it is subject, in some degree, to the two separate meteorological influences which determine the season of the rainfall in the other regions.

Differences of soil, geographical features, cultural methods, and other factors also play a considerable part in determining the yields of the various divisions, but the following statement shows that wheat is most extensively and successfully grown in the southern districts, while the central divisions are superior to those of the north. The coastal districts and western division, neither of which are wheat-growing districts, are included to complete the total of the State.

Divisions.	Area Harvested for Grain.		Yield of Grain.		Yield of Grain per Acre.		
	Average, 1913-14 to 1922-23.	1923-24.	Average, 1913-14 to 1922-23.	1923-24.	Average 1913-14 to 1922-23.	1922-23.	1923-24.
	acres.	acres.	bushels.	bushels.	bushels.	bushels	bushels.
Coastal	3,737	1,486	35,445	13,350	10.0	9.7	9.5
†Northern	337,649	237,870	3,515,333	1,788,882	10.8	7.0	10.4
†Central	996,749	1,052,283	10,291,540	8,648,001	11.0	6.0	10.3
†Southern	1,704,362	1,603,424	20,319,378	22,724,363	12.1	12.3	11.9
Western	1,231	272	8,189	1,404	6.7	4.1	6.6
Total ...	3,043,728	2,945,335	34,169,885	33,176,000	11.6	9.7	11.2

† Includes Tablelands, Slopes, and Central Plains.

Generally speaking, the use of fertilisers and the practice of fallowing are most extensive in the southern districts, and there the average yield is usually greatest. The yields in 1922-23 were materially affected by the wide variations in the amount of rainfall received, and drought conditions prevailed in the northern and central parts of the State.

Average Yield of Wheat.

The average yield of wheat in New South Wales is subject to marked fluctuations by reason of the widely divergent nature of the seasons. The highest yields have usually been recorded in seasons following the worst droughts, and besides giving dramatic proof of the advantages of fallowing, have gone far to make immediate compensation for the losses sustained. The lowest yield on record—that of the 1902 season—was only 1.2 bushels per acre. It was followed by a yield of 17.5 bushels per acre, which was only surpassed in 1920-21, when, after the severe drought of 1918-20, a record average of 17.8 bushels per acre was obtained.

* See Official Year Book, 1922, page 502.

In 1924-25, following two moderate seasons, bountiful rains were received throughout the wheat belt, and the average yield was 16·9 bushels per acre.

The yield in recent years has been steadily increasing, but is considerably below that which was obtained prior to the expansion of the wheat industry, when probably only some of the best wheat lands were tilled. The general average for the last ten years shown below was reduced by the occurrence of no less than four adverse seasons. In decennial periods the average yields in New South Wales have been as follow:—

Period.	Average Yield per acre.	Period.	Average Yield per acre.
	bushels.		bushels.
1872-1881	14·71	1902-1911	11·04
1882-1891	13·30	1912-1921	11·62
1892-1901	10·02		

The yield of wheat in New South Wales does not compare favourably with the yields usually obtained abroad in some of the large wheat-producing countries. Smaller producing countries, particularly those situated in the colder climates, show far greater average yields. Representative averages for the five years 1919-1923 are shown below:—

Country.	Average Yield per acre.	Country.	Average Yield per acre.
	bushels.		bushels.
United Kingdom ...	31·5	Argentina ...	12·5
New Zealand... ..	29·5	Australia ...	12·5
Canada	15·4	New South Wales ...	12·0
United States ...	13·3	Russia in Europe ..	7·1

Although the yield in New South Wales is dominated by the nature of the seasons, it is believed that, when more scientific methods of cultivation are widely adopted and land is properly fallowed, tilled, and manured, the yield per acre will be increased considerably; and a further favouring factor exists in the possibilities that are attached to the improvement of wheat types by plant-breeding. However, it is anticipated that the warm climate and the prevalence of hot winds during the ripening period will always militate against a high average yield being obtained in New South Wales, such as is obtained in more humid countries.

The following comparison of the average yield of wheat per acre in the principal wheat-producing regions of the world is illuminating:—

Region.	Average Yield of Wheat in Bushels per Acre.			
	1902 to 1913.	1918 to 1922.	1923.	1924.
Europe	18·8	17·0	19·3	16·3
North America	15·7	13·7	15·5	14·8
Asia	12·3	12·0	12·5	12·0
North Africa	12·2	10·8	12·6	9·8
Argentina	9·2	11·7	14·5	10·8
Australia	11·8	11·7	13·2	14·9
General Average	15·5	14·2	15·9	14·5

It is apparent that average wheat yields throughout the world fluctuate widely from season to season, and this fact is brought out very strongly by comparing the averages for the quinquennial periods shown above.

Fallowing and the Wheat Yield.

In 1923-24 statistics were collected for the first time of the yield of grain from the areas of new land, fallowed land, and unfallowed land sown with wheat. It was intended that land should not be classed as fallow unless it had not been cropped for at least twelve months, but it is doubtful whether the collection was made on this basis in all cases. Summer fallow is practised to some extent.

The following table provides a comparison of the yields obtained from the various classes of land in 1924-25 in each of the divisions shown on page 451:—

Division.	Area.			Total Yield.			Average Yield per Acre.		
	New Land.	Fallowed Land.	Stubble Land.	New Land.	Fallowed Land.	Stubble Land.	New Land.	Fallowed Land.	Stubble Land.
Coastal ...	acres. 780	acres. 352	acres. 2,120	bushels. 7,041	bushels. 4,518	bushels. 23,145	bush. †	bushels. †	bushels. †
Northern* ...	14,668	33,402	424,410	205,347	643,029	6,840,117	†	19.4	16.1
Central* ...	62,055	321,730	810,790	806,646	6,165,765	11,937,735	14.4	19.1	14.7
Southern* ...	71,426	1,226,735	540,173	1,102,749	24,413,859	7,517,550	15.4	19.9	13.9
Western Division	965	828	2,562	2,334	7,893	10,983	†	†	†
Total ...	149,894	1,583,047	1,780,060	2,214,717	31,241,064	26,329,530	14.8	19.7	14.8

* Includes Tablelands, Slopes, and Central Plains. † Average is not of value on account of smallness of operations.

Owing to the widely scattered nature of the wheat belt, the above table does not provide a complete comparison of the results obtained from fallowed land in comparison with other land, because rainfall, cultural methods, soil, and other factors necessarily played an important part in determining the results. Moreover, the methods adopted by farmers differ very markedly, and the results obtained from fallowed land throughout the State do not represent accurately the benefits which accrue from scientific agriculture. Still, it is apparent that even with present methods of fallow the grain improvement in the wheat yield is pronounced. The results in various districts were considerably affected in 1923-24 by the wide disparities in rainfall, but in 1924-25 the rainfall was uniformly good. The greatest benefits from fallowing were obtained in the southern districts, where fallowed land yielded on the average six bushels per acre more than unfallowed land. In the northern districts the margin was smaller, being 3.3 bushels per acre.

The following statement shows the approximate areas of new land, of fallowed land, and of stubble land, sown with wheat in New South Wales during each of the past eleven seasons:—

Season.	New Land.	Fallowed Land.	Remainder Stubble Land.	Total.
	acres.	acres.	acres.	acres.
1914-15	412,100	947,700	2,783,216	4,143,016
1915-16	554,600	994,000	3,573,645	5,122,245
1916-17	323,600	846,000	3,328,710	4,498,310
1917-18	251,700	831,000	2,745,736	3,828,436
1918-19	123,300	932,700	2,166,374	3,222,374
1919-20	91,100	847,100	2,130,340	3,068,540
1920-21	142,900	749,600	2,770,852	3,663,352
1921-22	232,700	935,200	2,519,147	3,687,047
1922-23	199,900	1,416,000	2,291,460	3,907,360
1923-24	86,369*	1,506,721*	1,412,971*	2,806,061*
1924-25	149,894*	1,583,047*	1,780,069*	3,513,010*

* Area cropped for grain only as stated in final estimate.

In the past three years there has been maintained a substantial increase in the area of fallowed land sown with wheat.

Size of the Wheat Farms.

The expansion of the wheat industry has been brought about more by reason of the fact that growers have cultivated larger areas than by any marked increase in the number of growers, although in bad seasons, such as 1918-19-20, it was evident that many former growers did not plant crops. If it be considered that, in normal seasons, a farm of less than 250 acres devoted exclusively to wheat will not provide subsistence for a farmer and his family, it is apparent, in view of the low average, that wheat-growing in many cases must be conducted in conjunction with other pursuits, and that many wheat-growers derive a living from sources other than agriculture.

The following table illustrates the recent development of wheat-growing in respect of number and average size of areas sown:—

Year.	Holdings on which Wheat was grown.	Total Area sown with Wheat.	Average Area per Holding devoted to Wheat.
	No.	acres.	acres.
1900-01	20,149	1,862,752	92
1905-06	19,049	2,253,029	118
1915-16	22,453	5,122,245	224
1918-19	17,281	3,227,374	187
1919-20	16,266	3,068,540	188
1920-21	17,790	3,663,352	206
1921-22	18,216	3,687,047	202
1922-23	18,632	3,832,009	209
1923-24	18,036	3,924,262	217

The following table provides a summary of the areas of holdings on which wheat was grown for grain in the season 1923-24, arranged in groups according to the area cropped for grain. The average yield per acre in each group in preceding years is shown for comparison:—

Area cropped for Grain.	Holdings.	Wheat-grain.					
		Area cropped.	Production.	Average Yield per acre.			
				1923-24.	1922-23.	1921-22.	1920-21.
acres.	No.	acres.	bushels.	bus.	bus.	bus.	bus.
1-49	2,610	58,771	665,865	11·3	10·8	11·7	17·2
50-299	8,826	1,327,922	15,375,077	11·6	10·0	13·3	18·1
300-999	3,013	1,329,431	14,584,542	11·0	9·5	13·7	17·7
1,000-1,999	120	150,264	1,703,739	11·3	10·1	14·0	17·5
2,000-9,500	26	78,947	846,777	10·7	9·9	11·2	16·3
Total ...	14,595	2,945,335	33,176,000	11·3	9·7	13·4	17·8

In this table wheat-farms are divided somewhat arbitrarily into five classes, graded according to the area cultivated. Those where less than 50 acres are cultivated may be considered to be held by growers earning their livelihood principally in other directions—these number 2,610, or 17·9 per cent. of the total; where the areas cultivated range from 50 acres to 299 acres growers may be considered to draw their sustenance from wheat-growing in a degree ranging from partial to complete dependence—these number 8,826, or 60·5 per cent. of the total; where the area cultivated exceeds 300 acres it may be considered generally that hired labour is employed in connection with the whole of the operations, or that more than one grower is involved. Areas of this kind numbered 3,159, and represented 21·6 per cent. of the total.

In all, areas of less than 30 acres in extent were sown with wheat for grain on 1,633 farms. The total number of areas under 100 acres in extent sown with wheat for grain was 4,776; from 100 to 199 acres, 3,968; from 200 to 299 acres, 2,692; from 300 to 399 acres, 1,424; and from 400 to 499 acres, 737; the number in successive groups of 100 diminished rapidly thereafter. In 1923-24 there were 26 wheat crops exceeding 2,000 acres in extent, the largest being a crop of 9,560 acres in the Riverina. A number of large crops, however, are farmed on the shares system, and more than one share-farmer is involved.

The disparities between the average yields in area series in 1923-24 were not very pronounced. The most productive groups of areas in the various years were as follow:—1923-24 areas from 50 to 299 acres, 1922-23 areas under 50 acres, 1921-22, those between 1,000 and 2,000; 1920-21, areas from 50 to 299 acres in extent. It was ascertained that in 1920-21 larger proportions of the smaller areas were cropped for hay and green fodder, and doubtless these usually embraced the inferior portions of the crop.

In 1923-24, 3,441 farmers sowed wheat for hay or green fodder only, and 1,663 others cultivated less than 30 acres for grain. The number of farmers who cultivated wheat for grain on a commercial scale was, therefore, about 13,000.

A table showing the number, area and production from wheat crops in area series in each division of the State is published in part "Agriculture" of the Statistical Register of New South Wales. This shows that the crops exceeding 2,000 acres in extent are situated mainly in the Riverina and the Central and South-western Slopes Divisions.

Consumption of Wheat in N.S.W.

Reference has been made in previous issues of the Year Book to the difficulty of making estimates of the consumption of wheat in New South Wales between the years 1910 and 1920, and it has been explained that the estimates for these years are approximate.

However, steps have been taken to obtain data of the Interstate movements of wheat and flour since 1920, and as particulars of stocks are obtained at the end of each season it is now possible to state with considerable precision the amount of wheat consumed in New South Wales.

Hitherto the consumption and export years have been made to coincide with the calendar years, but for 1924 and subsequent years the consumption will relate to the twelve months ended 30th November each year.

The following statement shows the yield, net exports, and apparent consumption per head in periods since 1892, flour being included at its equivalent in wheat:—

Period.	Average Annual Crop.	Average net Annual Export, Oversea and Interstate	Apparent Consumption per annum.			
			Including Seed Wheat.		Excluding Seed Wheat at 1 bushel per acre.	
			Total.	Per head.	Total.	Per head.
	thousand bushels.	thousand bushels.	thousand bushels.	bushels.	thousand bushels.	bushels.
1892-1896	5,904	(-)2,310	8,214	6·6	7,231	5·9
1897-1903	10,694	791	9,903	7·3	8,237	6·1
1904-1908	19,102	7,505	11,597	7·8	9,514	6·4
1909-1915	25,765	11,958+	13,807	7·9	10,395	5·9
1916-1920	31,523*	14,179†	17,344	8·8	13,688	6·9
1921-1924	40,509	24,843‡	15,737§	7·2	11,832	5·4

* Excludes "stock adjustments" of wheat pools; average, 503,000 bushels per year. † Partly estimated.
 ‡ Actual export. § Allowing for stocks carried over. (—) Average net import.

The quantity of wheat used annually as flour for human consumption has varied from $4\frac{1}{2}$ to $5\frac{1}{2}$ bushels of wheat per head in the past six years. As the area under wheat grew steadily until 1915, a proportionate increase in the amount of grain required for seed purposes largely increased the total requirements per head of population. The quantity of seed wheat used per acre is estimated arbitrarily at one bushel per acre but probably varies from season to season. The amount used for poultry and stock purposes is apparently very variable, being affected by seasonal conditions and by the conditions which govern export. It is probable that the total quantity consumed in the period 1916-1920 was considerably above normal requirements. Not only were large quantities used for sheep fodder in the unusually severe drought of 1919-20, but great difficulty was experienced in disposing of wheat abroad, so that large quantities remained in the country for lengthy periods, and much damage was done to it by wet weather, mice, and weevils.

Including seed wheat, the maximum annual requirements for local consumption probably seldom exceeds 8 bushels per head of population, or approximately 17,500,000 bushels, of which about 4,000,000 bushels (depending on the area sown) are used for seed purposes. During the year 1921 the consumption appears to have been only 14,400,000 bushels, which may be considered at present the minimum annual requirement. The average annual consumption for all purposes in the three years 1922, 1923, and 1924 was 16,200,000 bushels.

The effective demand for wheat for local consumption is very elastic. In special circumstances, such as those of the year 1921, when prices rose to phenomenal heights—wheat for local consumption being at 9s. per bushel for nearly the whole year—consumption decreased markedly, being estimated at 6·8 bushels per head of the population. The quantity of wheat exported overseas was nearly twice as great as in any previous year. Economy among consumers had its counterpart among producers, who were stimulated by high prices to realise on every available bushel. From the records of the State Wheat Office it was ascertained that growers retained for their own use in 1921 only as much wheat as in 1920, when, as the yield was very low and the price very high, it may be assumed that all available wheat was marketed.

The extent to which economy in using wheat was practised by growers in 1920 and 1921 was shown in the Year Book for 1921 at page 734.

The economy in human consumption of wheat as flour in New South Wales in recent years has proceeded in two ways,—(a) in the actual quantity of flour consumed; (b) in the amount of flour manufactured from a bushel of wheat. These developments are apparent from the following table:—

Year.	Weight of Bushel of Wheat of fair average quality.	Average Amount of Flour manufactured from each bushel of wheat milled.	Amount of Flour consumed per head of population.	Amount of Wheat consumed as Flour.	
				Per head of population.	Total.
	lb.	lb.	lb.	bushels.	bushels.
1918-19	62·5	40·4	230	5·7	11,222,000
1919-20	61·0	41·2	223	5·4	11,009,000
1920-21	59·5	42·3	211	5·0	10,453,000
1921-22	61·0	42·2	203	4·8	10,216,000
1922-23	61·0	41·7	206	4·9	10,648,000
1923-24	60·5	41·6	203	4·9	10,530,000

- In considering the relationship between the first two columns, it should be recollected that the average weight per bushel of wheat, shown in the first

column, relates to the wheat grown in the season, such wheat not being available for milling until November or December; the returns of wheat-milling operations relate to the period July to June, and to a large extent therefore include particulars of wheat grown in the preceding season. Very little wheat grown in 1919-20 was available for milling. To some extent the wheat used for milling is selected.

It is apparent that the average amount of flour derived from the wheat milled varies considerably, and that, at the same time, the consumption of wheat as flour has diminished very much. Despite a large increase in the population, the economy in the use of wheat so affected was very considerable.

Grading and Marketing Wheat.

A large proportion of every successful harvest must be exported, so that the maintenance and further development of the wheat industry in New South Wales are dependent largely on world demand, and on the efficiency of the facilities for gaining access to over-sea markets on such conditions that it will pay farmers to grow wheat in preference to other products. The price of wheat for export is determined by world's parity, and it fluctuates with the world demand. The market for the exportable surplus of local wheat is found chiefly in Europe, but quantities of flour are sent to the countries and islands of the Pacific and Indian Oceans. In 1924 the equivalent of approximately 16,856,000 bushels of wheat was exported from New South Wales, and of this quantity the equivalent of 7,456,000 bushels was in the form of flour. About 11,556,000 bushels were exported over-sea and 5,320,000 bushels were sent to other Australian States, principally to Queensland. Small quantities of wheat and flour were imported from other States for consumption in various towns adjacent to the border. The further extension of the market for local wheat in Europe is in some measure affected by the competition of great wheat-producing countries near the market—the United States, Canada, and the Argentine—which derive advantages from shorter distances and lower ocean freights. These advantages, however, are counteracted to some extent by the greater land haulage necessary from some parts of these countries.

Australian wheat for export is marketed on the basis of a single standard known as f.a.q. or fair average quality. In New South Wales the standard is fixed annually by a committee of members of the Sydney Chamber of Commerce and of two Government representatives. Samples obtained from each of the wheat districts are weighed on McQuirk's patent scale, and an average struck, which is used as a standard in all wheat export transactions.

The following comparison shows the standard adopted in New South Wales for each of the past ten seasons, and the date on which it was fixed in each year:—

Year.	Date Fixed.	Standard Bushel.	Year.	Date Fixed.	Standard Bushel.
		lb.			lb.
1915-16	21st Feb., 1916	61	1920-21	10th Mar., 1921	59½
1916-17	12th Mar., 1917	56½	1921-22	7th Feb., 1922	61
1917-18	26th Feb., 1918	58½	1922-23	25th Jan., 1923	61
1918-19	30th Jan., 1919	62½	1923-24	14th Feb., 1924	60½
1919-20	6th Feb., 1920	61	1924-25	10th Feb., 1925	60½

At present the greater part of the wheat is bagged on the farm and brought to the nearest railway station, whence that intended for export is

carried in bags by rail to Sydney for shipment. At some of the stations the Railway Department has erected sheds, and a small charge is made for storage, but portions of large harvests have at times to be stored with scant shelter. At Darling Harbour, Sydney, where all the grain ships, except bulk carriers, are loaded, sheds and bag elevators have been provided.

Wheat Arrivals.

As a rule small quantities of new seasons wheat become available towards the end of November, the actual time varying under seasonal influences. Usually, most of the crop intended for sale has been sent to rail for transport before the end of February. The following comparison shows the total quantity of wheat received at country railway stations in bags and in bulk during each week of the season 1924-25, up to the end of April, 1925:—

Week ended	Quantity of Wheat Received during Week.	Total Quantity of Wheat Received to end of Week.	Week ended	Quantity of Wheat Received during Week.	Total Quantity of Wheat Received to end of Week.
1924.	Bushels.	Bushels.	1925.	Bushels.	Bushels.
November { 15	7,119	7,119	February ... { 7	3,359,937	43,449,327
{ 22	66,276	73,395	{ 14	1,177,815	44,627,142
{ 29	435,634	509,079	{ 21	1,742,472	46,369,614
{ 6	1,686,060	2,195,139	{ 28	1,528,044	47,897,658
December... { 13	3,344,166	5,539,305	{ 7	647,169	48,544,827
{ 20	3,693,489	9,232,794	March ... { 14	348,651	48,893,478
{ 27	3,699,078	12,931,872	{ 21	149,769	49,043,247
1925.			{ 28	91,553	49,134,780
{ 3	6,833,796	19,765,668	{ 4	58,815	49,193,595
January... { 10	7,483,863	27,252,531	April ... { 11	248,451	49,442,046
{ 17	2,896,503	30,149,034	{ 18	23,271	49,465,317
{ 24	5,050,918	35,199,952	{ 25	39,199	49,704,516
{ 31	4,889,538	40,089,390	May ... { 2	52,266	49,756,782

The marked influence of wet weather can be traced in the diminished receipts during the week ended January 17. The total receipts to 13th June were 50,409,735 bushels and the quantity of wheat remaining on hand at country railway stations was 6,842,420 bushels. The greatest quantity so stacked or stored at any time during the season was 25,114,803 bushels on 7th February, 1925.

The difference between the total crop and the quantity of wheat received at country railway stations during the previous four seasons has been fairly constant, being approximately 7,816,000 bushels in 1920-21, 8,616,000 bushels in 1921-22, 8,450,000 bushels in 1922-23, and 7,812,000 bushels in 1923-24. Of this wheat considerable quantities are sent by road to Victoria or to country flour mills, while the balance is retained by the grower for seed or farm purposes or is sold for consumption in the locality of production.

Bulk Handling.

The losses of grain, occasioned by wet weather and plagues of mice and weevils during the period of the war, in which large harvests had accumulated and shipping arrangements were dislocated, brought forcibly into public view the disadvantages of the handling and storage of wheat in bags. A Royal Commission of Inquiry was appointed by the Federal Government in 1917, and reported in favour of the erection of permanent storage facilities.

The Federal Government promptly passed a Wheat Storage Act, providing for advances to be made to the States for the construction of wheat elevators, and before the close of the year tenders had been called for the necessary work in New South Wales.

The complete scheme provides for the erection of elevators at seventy-one country centres, with a total storage capacity at one filling of 15,200,000 bushels, and of a terminal elevator in Sydney with a total storage capacity of 6,509,600 bushels. The estimated cost of the works to 30th June, 1924, was £3,472,339. Sufficient progress had been made to permit of some elevators being put into operation in the 1920-21 season for the first time. The system has been steadily developed, as shown in the following table:—

Season.	Number of Plants Available in Country Districts.	Storage Capacity of Plants Available in Country Districts.†	Wheat Received.			Proportion of Wheat Received in Elevators.	
			In Country Elevators.	In Terminal Elevators from Non-Silo Stations.	Total.	To Total Crop.	To Total Quantity Received at Rail.
		bushels.	bushels.	bushels.	bushels.	per cent.	per cent.
1920-21	28	5,450,000	*	*	2,000,000	3·6	4·2
1921-22	28	5,450,000	*	*	4,335,000	10·1	12·7
1922-23	54	11,550,000	*	*	4,290,000	14·6	21·2
1923-24	58	12,550,000	5,410,574	1,028,232	6,438,806	19·4	25·4
1924-25	61	13,250,000	16,320,000‡	1,400,000‡	17,720,000‡	29·6‡	35·8‡

*Not available.

†At one filling.

‡Preliminary.

In addition to the terminal elevator, forty-four country plants were completed, while seventeen were operated with temporary elevating facilities. The marked improvement in the proportion of the harvest handled in bulk is due to the fact that farmers are recognising that substantial savings are possible for them by this means, and that the feeling against control of the silos by the Government is being dispelled. Indeed a strong demand is arising among farmers in districts where silos are not available for the provision of such facilities in order that they may share the advantages of the system.

The elevators are under the control of the Silo Control Board, consisting of two members, with a third member in an advisory capacity in respect of railway matters. This Board was appointed in October, 1923. Wheat of two kinds was received in 1924-25 for handling in bulk, viz., fair average quality and red. The wheat is subject to a general lien for all charges due. A fee of 2½d. per bushel is charged for receiving, handling and storing wheat at the terminal elevator until 31st July, 1925, with an additional ½d. per bushel per week for storage after that date. For receiving, storing and delivering into trucks at country elevators the charge is 2d. per bushel. The Silo Control Board pays rail freight incurred by them in handling the grain, and this together with all fees and other charges is paid by the holder of the warrant upon delivery of the wheat from the silo. The financial operations in connection with the silos showed a considerable improvement in 1924-25. It was anticipated that the revenue would be £171,600 and the expenditure £88,500, so that, after paying all working expenses, there would remain a sum of £83,100 as a contribution towards depreciation and interest charges on the works.

Upon delivery of his wheat at the silo the owner receives a bulk wheat warrant showing particulars of the quantity and quality of the wheat and the place of delivery. It is a negotiable document, transferable by endorsement of the owner.

At present wheat is generally transported from the farms to the silos in bags fastened by clips or sewn, the bags being emptied and returned to the farmer for use in subsequent seasons. As the system is becoming more firmly established, farmers are acquiring bulk wagons.

For conveyance from country stations to the terminal, the Railway Commissioners converted a large number of 15-ton S trucks, and made them suitable for the carriage of grain in bulk. It has been decided to adopt as the standard design for handling bulk grain a 20-ton truck with a hoppers bottom, so that it will be self-discharging; a number of these are under construction.

The question of bulk handling of wheat in New South Wales, with special reference to the transition from bag handling, was the subject of careful inquiry by a Select Committee of the Legislative Council in November, 1920, and a report has been issued. An analysis of the findings of this committee appears in the Year Book for 1920.

Wheat Freights.

In the conditions governing the marketing of wheat abroad, the availability and cost of freight are very important factors. Owing to the greater distances to European markets, ocean freight rates are much heavier on Australian than on American cargoes, but this disability is counterbalanced to a certain extent by the greater land and river haulage charges occasioned by the distance of American wheat crops from the sea. But both must be sold at world's parity, or at approximately the same price.

A comparative statement is given below of the freights ruling for bagged-wheat cargoes carried by steam vessels from Sydney to London in pre-war and recent years:—

Year ended 30th June.	Freight.			Year ended 30th June.	Freight.		
	Per ton.		Equivalent per bushel.		Per ton.		Equivalent per bushel.
	s. d.	s. d.	d. d.		s. d.	s. d.	d. d.
1912 ...	17 6 to	30 0	6½ to 11	1922 ...	46 8 to	35 0	16¾ to 12½
1913 ..	10 0 to	35 0	3½ to 12½	1923 ...	35 0 to	30 0	12½ to 11
1914 ...	25 0 to	37 6	9 to 13¾	1924 ...	40 0 to	25 0	14½ to 9

The following comparative rates of freight ruling on 12th December, 1924, were extracted from the reports of the International Institute of Agriculture. A comparison of the rates of freight per bushel is added in order to show the relative amounts of ocean freight paid on wheat from the principal exporting countries to the principal markets of the world:—

Exporting Country.	Freight to United Kingdom.	
	Original Rates.	Rate per bushel.
Canada	3s. 3d. per 480 lb.	s. d. 0 4½
United States (northern range)..	3s. 0d. per 480 lb.	0 4½
Argentina (down river) ...	23s. 0d. per 2,240 lb.	0 7½
British India (Karachi) ...	24s. 6d. per 2,240 lb.	0 7¾
Australia	45s. 0d. per 2,240 lb.	1 2½

Compulsory Wheat Pools, 1915-1920.

An account of the circumstances which led to the creation of compulsory wheat pools by the Government, and of the basis upon which they were

organised is contained in issues of the Year Book for 1921 and previous years. A summary of the final returns is published in the Year Book for 1923 at page 489.

Voluntary Wheat Pools.

On the decision of the Government not to continue the compulsory pool system of handling wheat harvests, a committee of farmers' representatives was formed in November, 1921, and a "voluntary pool" hastily organised. Arrangements were entered into whereby the Commonwealth Government agreed to advance 3s. per bushel to growers and 8d. to the pool for handling charges on all wheat received into the pool. The system of issuing negotiable certificates as receipts for wheat pooled by farmers was continued.

In all, 22,785,560 bushels of wheat, representing 53·4 per cent. of the crop and 66·7 per cent. of the wheat received at rail were pooled by 12,264 growers. The net realisations on this wheat amounted to £6,179,027, and the net receipts by farmers at railway sidings to £5,298,812. The average realisation per bushel f.a.q. was 5s. 5·17d., of which rail freight absorbed 5·40d. and other charges 3·87d., while an average of ·09d. was deducted as a dockage for inferior wheat. The average amount received by farmers at railway sidings was 4s. 7·81d. per bushel.

Of the 1922-23 harvest, 11,655,800 bushels were pooled, equivalent to 40·8 per cent. of the total crop and 57·6 per cent. of the wheat received by rail. The net amount realised at sales was £2,956,739, the net receipts by farmers at railway sidings being £2,492,129, or 4s. 5·32d. per bushel. The expenses included rail freight amounting to £260,753, or 5·37d. per bushel, agents' handling charges, £138,374, or 2·85d. per bushel, and administrative expenses, £11,135, or ·22d. per bushel. The net average realisation by the pool per bushel f.a.q. was 5s. 1·35d. f.o.b. Sydney.

The quantity of wheat pooled in 1923-24 was 9,680,854 bushels, equivalent to 28·9 per cent. of the total crop or 38·2 per cent. of the wheat received at rail. The net amount realised by the pool for the sale of this wheat was £2,444,329, of which £2,059,800 was received by the farmers at railway sidings, equal to 4s. 3d. per bushel net. The expenses included £120,594, an average of 2·99d. per bushel, agents' handling charges; £220,245, or 5·46d. per bushel rail freight, and administrative expenses £10,120, or ·25d. per bushel. The net amount realised by the pool per bushel f.a.q. wheat was 5s. 0·59d. f.o.b., Sydney.

A new agreement was made in connection with the 1924-25 pool, whereby the Colonial Treasurer of New South Wales undertook to guarantee the repayment of advances received by the pool from the Commonwealth Bank of Australia. Under this scheme the first advance to growers was fixed at 3s. 4d. per bushel, less dockages for inferior wheat and bags, together with an advance of 8d. per bushel to the pool to cover handling charges, &c. It was provided that, if the operations of the pool and the markets for wheat justified further advances, the Governor might authorise the Colonial Treasurer to guarantee the Bank in further sums to enable payments to be made to the holders of wheat certificates issued by the pool. The total amount of such guarantee, however, was limited to 80 per cent. of the net value of the wheat pooled, and it was required that the net value and the quantity of wheat received by the pool should be determined by the Government Statistician, who should also certify the amount which might be guaranteed under the agreement. Under this provision a second advance of 1s. 6d. per bushel less rail freight was made to growers on 12th June, 1925.

The agreement was ratified by the Voluntary Wheat Pool Guarantee Act, on 10th November, 1924, and it related to wheat harvested in the State prior to 30th June, 1925. It was provided that the pool should not receive

any wheat after 31st March, 1925, without the consent of the Commonwealth Bank, and that at least 3,000,000 of bushels f.a.q. wheat should be retained by the pool until 30th June, 1925, for home consumption.

Prices of Wheat.

The following table gives the average prices per bushel ruling in the Sydney market in each year since 1898. The figures for earlier years, published in the Year Book for 1919, exhibit clearly the tendency towards a gradual reduction in the value of the cereal down to 1895, when the price was the lowest of the series. In 1896, however, owing to a decrease in the world's supplies, the price rose considerably, and led to an extension of cultivation in Australasia. In the early years, when local production was deficient, the price in Sydney was generally governed by the prices obtained in the markets of Australian States where a surplus had been produced. Since the development of the export trade, however, it has been determined largely by the price realised in London, which is usually equal to that ruling in Sydney, plus freight and charges; but from 1915 to the close of 1921 local prices were fixed by the Government.

The prices quoted are for imperial bushel of f.a.q. wheat in Sydney markets. The weight of a bushel is fixed each season (see page 457).

Year.	February.	March.	Average Value for Year.	Year.	February.	March.	Average Value for Year.
	per bushel.	per bushel.	per bushel.		per bushel.	per bushel.	per bushel.
	s. d.	s. d.	s. d.		s. d.	s. d.	s. d.
1898	4 0	4 0	3 8	1912	3 9½	3 8½	4 1
1899	2 7½	2 9	2 9	1913	3 6½	3 7	3 2½
1900	2 9	2 8	2 8½	1914	3 8	3 9½	4 1½
1901	2 7	2 7	2 8	1915†	5 6	5 6	5 5
1902	3 2	3 2½	4 5	1916†	5 1½	5 0½	4 10
1903	5 11½*	5 9½*	5 13½*	1917†	4 9	4 9	4 9
1904	3 0½	3 0½	3 2	1918†	4 9	4 9	4 9
1905	3 4½	3 3½	3 5	1919†	5 0	5 0	5 1½
1906	3 1½	3 2½	3 3½	1920†	8 5*	8 10*	8 7½*
1907	3 0½	3 1½	3 10	1921†	9 0	9 0	8 8
1908	4 4	4 5½	4 3½	1922†	5 2	5 11	5 8
1909	4 0½	4 6½	4 9	1923†	5 8	5 7	5 3½
1910	4 1½	4 1	3 10	1924†	4 7	4 7	5 5
1911	3 7½	3 5	3 6	1925†	6 9½	6 4	6 3½

* Imported wheat.

† Officially fixed.

‡ Price on trucks of wheat for flour for home consumption.

§ To June.

The high prices ruling in 1903 and 1920 were due to the almost entire failure of the previous season's crop, on account of which supplies were

drawn from oversea and other States. In 1920 the price of 9s. per bushel was fixed for wheat for local consumption, in accordance with the anticipated world's parity and in order to encourage farmers to continue wheat-growing. This price was maintained until the end of November, 1921.

In the latter part of 1923 the price fell precipitately owing to the large surplus of production over world requirements, and the price remained for a time lower than in any year since the outbreak of war, although rather higher than in pre-war years. However, a marked diminution in the world's production of wheat in 1924 led to a world-wide rise in price in July, and a high level was maintained until March, 1925, when a decline set in reaching 5s. 10d. per bushel in April.

An interesting comparison between the prices realised for wheat by the growers of three important exporting countries and one important consuming country is made in the following table:—

Crop Grown in—	Average Farm Value per Bushel of Wheat.			
	United Kingdom.	United States.	Canada.	New South Wales.†
	s. d.	s. d.	s. d.	s. d.
1914	4 0	4 3	...	5 5
1915	6 2	4 1	3 9	4 3
1916	6 7	6 3	5 5	3 1
1917	9 3	8 7	8 1	4 4
1918	9 0	8 8	8 5	4 9
1919	9 1	9 3	7 10	7 11
1920	9 5	7 8	6 9	7 5
1921	8 3	4 3	3 4	4 8
1922	*	4 1	3 6	4 8
1923	*	4 1†	2 9	4 2
1924	*	5 2†	4 11†	5 6†

* Not available. † Preliminary, subject to revision. ‡ Crops in N.S.W. are marketed six months later than in countries of Northern Hemisphere.

The above averages have been taken from official publications of each country mentioned. Dollars have been converted at par rate of exchange in the cases of United States and Canada, and the averages for the United States have been revised throughout to accord with the new basis adopted in the United States Department of Agriculture Year Book, 1923. The marked disparity between the values in Canada and the United States from 1919 to 1923 has been partly due to the abnormal conditions of the exchanges. A further powerful factor appears to be that, whereas about two-thirds of the United States harvest is used for home consumption, only about one-seventh of the Canadian crops of 1923 and 1924 was required for local needs. Home consumption appears to operate in maintaining the value of local wheat, but there is another important consideration in that Australian wheat of average quality frequently commands a higher price in world markets than the first quality grains of either Canada or the

United States. The average market value of Canadian wheat at Winnipeg in November, 1924, ranged through seven grades from 6s. 10d. per bushel to 4s. 2d. per bushel.

It is evident that, although in the early years of the war prices of wheat rose precipitately abroad and furnished excellent returns to farmers, conditions in New South Wales were not favourable to such an increase. The price for local consumption was fixed at a point considerably below the price in world markets. Although a large exportable surplus was produced in 1915-16 and subsequent years, the scarcity of shipping made it impossible to realise promptly or at favourable rates, with the result that the returns to farmers were low and were paid in small sums intermittently. The prices quoted above for New South Wales from 1918 to 1920 represent the total payments from the wheat pools less deductions. It was not until the scarcity caused by the bad season of 1919 that the price paid to the farmer in New South Wales rose to a level approaching that of other countries. A minimum price of 7s. 6d. per bushel was guaranteed by the Government for the 1920 crop in order to stimulate production. During the past four seasons the position of the local wheat-grower as regards price per bushel has compared favourably with that of the grower in the United States or Canada, and for the crop grown in 1924 a very remunerative price was realised. However, cost of production and yield per acre also play an important part in determining the profitableness of wheat-growing. The average yields of various countries are compared on page 452. The average yield per acre in 1924 for the three countries shown above were—United States, 13·5 bushels; Canada, 12·1 bushels; New South Wales, 16·9 bushels.

Cost of Growing Wheat in New South Wales.

The Select Committee on the Agricultural Industry in 1921 concluded from the data before it that proper harvesting and cultivation of wheat cannot be carried out under existing conditions at a lower cost than £3 5s. per acre (excluding insurance), and that it will require an average of 14 bushels to the acre, with a minimum price of 4s. 8d. per bushel at the nearest railway siding, to recoup this cost to farmers within 10 miles, and "that profit over and above a labourer's wage" accrues to the wheat-grower only when the price realised exceeds this amount.

Various attempts have been made to secure the data necessary to form a trustworthy estimate of the cost of producing wheat in New South Wales; but as, either for grain or for hay, this depends largely upon the methods of culture, the area cultivated, the distance from the railway, and the soil conditions, the experiences of individual farmers differ very greatly, and analysis of farmers' budgets has given a wide range of results.

The factor which is probably the main cause of these differences is the efficiency of the producers. Wheat being the product of a large number of farmers working independently, it is natural that there should be greater variation in regard to efficiency than in other industries, where the producers are assembled under the supervision of experts, and where there are greater facilities for improving methods of production and for utilising labour and materials on the most economical basis.

However, estimates have been made by Mr. A. H. E. McDonald, Chief Inspector of Agriculture, of the average cost of producing wheat on unfallowed and on fallowed land. For the purpose of the estimates the area cropped annually is taken at 250 acres, viz., 230 acres for grain, and 20 acres for hay for horse feed; to crop this area in alternate seasons under the system for fallowing, the total area of the farm would be at least 500 acres. The value of the land assumed to be £6 per acre, and the value of the plant, £680.

In the case of fallowed land one crop is grown in two years, but the stubble and herbage on the land are available for at least six months, and where sheep are kept, as is usually the case, this land is used for pastoral purposes, and the interest for only half the year of fallow is placed against agricultural operations.

Interest on land is allowed at the rate of 6 per cent. per annum, and interest and depreciation on plant at 13½ per cent. Annual allowances are made of £20 for repairs, etc., £45 for wages for extra help, and 9d. per bag for cartage to rail. In addition, the cost of 6½ tons of superphosphates and of the bags necessary for handling the wheat is included at market rates each year. A special allowance is made for seed wheat, and it is assumed that the whole of the harvest is sold at market rates,

On these bases an instructive comparison may be made between the cost of producing wheat and the estimated return to farmers based on the average yields per acre in the past five seasons. In 1923-24 and 1924-25 nearly one-half of the area sown had been fallowed. As particulars of the yield from the land were obtained, it is possible to publish separate estimates for the fallowed and unfallowed land in 1923-24 and 1924-25. The following table provides an indication of the financial results of the operations of an average wheat-grower cropping annually an area of 230 acres for grain and 20 acres for hay for horse-feed:—

Item.	1921-22.	1922-23.	1923-24.	1924-25.			
Average yield per acre bushels	13·4	9·7	9·3§	14·1§§	14·8 §	19·7 §§	
Costs—	£	£	£	£	£	£	
Land—Interest	90	90	90	135	90	135	
Plant—Interest and Depreciation	90	90	90	90	90	90	
Repairs	20	20	20	20	20	20	
Wages—Extra help	45	45	45	45	45	45	
Fertiliser, 6½ tons	44	44	37	37	28	28	
Bags	42·75	31	31	45·5	76	101	
Cartage to rail	39	28	28	40·5	43	57	
Seed Wheat—50 lb. per acre	104	78	62·5	62·5	62·5	62·5	
Total cost of cropping 230 acres for grain†	£ 474·75	426	403·5	475·5	454·5	538·5	
Cost of crop per acre†	£ s. d. 2 12 10	£ s. d. 1 17 0	£ s. d. 1 15 1	£ s. d. 2 1 4	£ s. d. 1 19 6	£ s. d. 2 5 10	
Value at rail of crop per acre	3 2 4*	2 5 2	1 19 2	2 17 7	4 1 5‡	5 8 4‡	
Apparent Net Return to Farmer, in- cluding payment for his labour {	per acre	0 9 6	0 8 2	0 4 1	0 16 3	2 1 11‡	3 2 6‡
230 acres		£109	£94	£47	£187	£482‡	£719‡

* Estimated from payments of wheat pool. † Abnormal costs occasioned by drought are excluded.
‡ Subject to revision. § Unfallowed land. §§ Fallowed land.

The corresponding amounts of net return to the farmer, including payment for his labour, in each of the preceding five years were as follow:—1915-16, £376; 1916-17, (—)£28; 1917-18, £113; 1918-19, £16; 1919-1920, (—)£103; 1920-21, £1,005. Details of these estimates were published in previous issues of this Year Book. (—) Indicates a loss.

In 1923-24 more than 25 per cent. and in 1924-25 nearly 36 per cent. of the harvest sent to rail was handled in bulk, consequently a considerable proportion of farmers effected large savings in their costs because they required practically no bags. Where farmers have provided themselves with special bulk-handling facilities there should, of course, be an allowance *per contra* for interest and depreciation, and where the wheat is carried to silos in bags fastened by clips it is estimated that bags can be used from ten to twenty times. In the latter case the farmer's expenditure for bags would be from one-tenth to one-twentieth of that shown above. In addition,

there would be a saving of the cost of ramming and sewing, estimated at 2d. per bag. On the other hand, the farmer who sells in bags regains part of the difference because he is paid for the weight of the bag as wheat, which represents a return (at present prices) of 2½d. on the cost of his bag. In addition, during the current season bagged wheat has been quoted at times on the Sydney market at from 1d. to 2d. more per bushel than bulk wheat. Still, making allowance for all factors, it is evident that farmers handling their wheat in bulk make a saving in their costs amounting to, approximately, 8d. per bag. This should be allowed for in considering the above table.

Although this statement is expressed in terms of money, it does not purport to furnish any guide to the actual profits of individual farmers. It is hypothetical, and illustrates the combined effects of prices and seasons on the operations of wheat-farmers in recent years, thereby providing an index of prosperity. While the returns of the season 1915-16 were high, and those of 1920-21 remarkably high by reason of the excellent prices and yields obtained, the four intervening seasons were disastrous, failing in every case to repay the cost of production and to remunerate the farmer for his labour. Generally speaking, the returns to growers in the three seasons, 1921-22, 1922-23, and 1923-24, were not remunerative; and since it is a general rule that the extent of an industry will be maintained only if the returns it provides are adequate to maintain the least efficient producing unit, it is surprising that the area under wheat has not decreased. Perhaps the explanation lies in the fact that there is no large agricultural industry in competition with wheat-growing, and that any widespread change from wheat-growing to sheep-grazing could only be accomplished very gradually, and would require very considerable amounts of capital. Again, the agricultural industry is subject to remarkable vicissitudes by reason of the uncertainty of market and seasonal conditions. The memory and anticipation of years like 1915-16, 1920-21, and 1924-25, when high prices and high yields were obtained together, must contribute largely to the maintenance of the industry.

However, in considering the estimates here put forward, it is necessary to remember that the calculations are based on the annual average yields for the whole State, which are probably below those usually obtained by skilled farmers engaged exclusively in agriculture. In many cases wheat-growing is carried on in conjunction with other activities, and the profit arising from the production of grain is not the sole factor in the farmer's income, nor in determining whether he will grow wheat.

Again, in the southern districts, farmers generally use fertiliser and fallow their land extensively. Favoured by the natural advantage of operating in a belt of winter rainfall, they generally obtain better yields than the farmers in the central and northern districts.

In view of the explanation given on page 453, these results here published do not reflect accurately the relative profitability of the policy of fallowing.

World's Production of Wheat.

Complete and uniform statistics of the whole of the wheat crops of the world in recent years are not available, and have been very defective in many countries since 1916. But for previous years returns were obtainable from nearly every country where wheat was grown extensively. From these, reliable estimates of the fluctuations of the world's wheat production may be made. In the past thirty years a continuous increase has been apparent,

despite the fact that very considerable fluctuations have been shown from season to season. The annual averages, so far as reported, from 1891 to 1915 are shown below:—

Period.	Annual average Wheat Yield of World.				
	Bushels.				
1891-1900	2,581,000,000
1901-1910	3,553,000,000
1911-1915	3,837,000,000

The returns from which these totals are compiled do not include all wheat-producing countries. It is estimated by the International Institute of Agriculture that the average annual yield of wheat throughout the world is now approximately 4,600,000,000 bushels, but a comparatively small proportion of this enters into foreign trade.

The following statement, based on information contained in the Year Book of the International Institute of Agriculture, shows the quantity of wheat produced in the leading countries of the world during the past two seasons in comparison with the quinquennial average maintained before the war:—

Northern Hemisphere.	Annual Production of Wheat in Thousand Bushels.			Southern Hemisphere.	Annual Production of Wheat in Thousand Bushels.		
	Average, 1909-13. ‡	1922. §	1923. §		Average, 1909-10-1913-14.	1922-23.	1923-24.
Europe—				South America—			
Russia proper	662,504	158,121	††	Argentina	146,752	188,650	2 7,040
France	316,973	242,806	275,572	Other Countries	32,087	27,434	45,799
Italy	182,951	161,304	224,840	Total S. America..	178,839	216,084	292,839
Spain	129,174	123,206	157,112				
Germany	151,368	65,257	103,605	Australasia—			
Romania	87,608	91,812	102,121	New South Wales ..	26,717	28,668	33,176
British Isles	59,850	65,113	59,246	Victoria	27,656	35,697	37,796
Hungary	169,289	44,979	67,706	South Australia	22,843	28,785	34,552
Bulgaria	42,086	37,526	36,224	Western Australia ...	5,671	13,857	18,920
Czechoslovakia ... ..	...	33,950	36,226	Queensland... ..	1,250	1,888	244
Poland ... ..	...	42,362	49,785	Tasmania	806	570	806
Belgium	14,863	10,593	13,376	Total, Australia ..	84,943	109,465	124,994
Austria	67,331	7,549	8,889	New Zealand —	7,885	8,395	4 175
Yugo-Slavia	14,715	42,160	61,069	Total, Australasia	92,828	117,860	129,169
Other Countries	41,468	57,695	63,817				
Total, Europe††	1,940,730	1,186,424	1,259,538	Southern Africa—			
Asia—				Union of South Africa.	6,264	6,682	6 014
British India	351,103	365,584	372,660	Southern Rhodesia	12	...	...
Japan	23,586	27,559	28,403	Total, S. Africa	6,276	6,682	6,014
Russia in Asia	150,795	45,264	††				
Other Countries	6,988	27,277	16,453	Total, Southern Hemisphere.	277,943	340,626	423,022
Total, Asia††	532,472	465,684	417,516	Total, The World, as far as Reported.	3,743,049	3,331,860	* 3,492,913
Northern Africa—				Countries which have not reported since 1914—			
Egypt	34,039	33,571	40,654	Turkey§§	160,000	...	...
Other Countries	60,415	35,351	67,056	China§§	590,000	630,000†	...
Total, N. Africa	94,454	71,922	107,710	Other	200,000	...	...
North America—							
United States	696,006	854,429	797,381				
Canada	130,042	338,966	474,199				
Other Countries	71,402	13,809	8,547				
Total, N. America	897,450	1,267,204	1,280,127				
Total, Northern Hemisphere.††	3,465,106	2,991,234	3,064,891				

* Preliminary. † 1923. ‡ Old boundaries. § New boundaries. †† Excluding Russia, 1923.
‡‡ Not available §§ Figures for one year only.

While the production in Europe in 1923 was still considerably below that of pre-war years, marked increases were apparent over the production of 1922 in those countries from which reports are available. At the same time particularly large crops were harvested in Canada and Argentine. As a result, there was a considerable surplus of world supplies over requirements in 1923, estimated at 230,000,000 bushels.

The following summary shows the aggregate area sown and the aggregate production of wheat in the principal countries of each of the continents. It should be noted that Russia is omitted from account, and as the production of that country was considerably greater in pre-war years than it has been since the war, the effect has been to understate the average for the period 1909-13 in comparison with that of later years:—

Regions.	Area under Wheat in Thousand Acres.				Wheat Production in Million Bushels.			
	Average 1909 to 1913.	Average 1918 to 1922.	1923.	1924.	Average 1909 to 1913.	Average 1918 to 1922.	1923.	1924.
Europe	71,632	61,815	64,548	65,290	1,348·8	1,051·7	1,251·5	1,068·0
North America	57,043	84,486	82,332	76,715	887·3	1,150·0	1,271·7	1,144·2
Asia	31,049	30,968	33,220	33,501	383·7	372·5	412·8	402·7
North Africa	7,695	7,804	8,510	8,335	94·0	84·2	107·0	82·0
Argentina	16,052	15,979	17,216	17,755	147·0	188·2	247·0	191·5
Australia.. .. .	7,604	8,592	9,509	10,799	90·3	101·0	125·0	161·0
Total	191,075	209,644	215,335	212,395	2,951·1	2,947·6	3,415·0	3,049·4

The average yields per acre are shown on page 452.

It is to be observed that the production in every region was considerably greater in 1923 than the average for the previous quinquennium, and the price of wheat in that year fell to a very low level. However, in 1924 the production in every region except Australia was considerably less than in 1923, and the aggregate was little greater than the average for the years 1918 to 1922. As a result a world shortage was anticipated and prices reached very favourable levels in July, 1924, and rose steadily higher until March, 1925, when it became known that production and requirements for the cereal year would be approximately equal. The International Institute of Agriculture at Rome estimated that for the period 1st August, 1924, to 31st July, 1925, the importing countries would require to import about 775 million bushels, while the exporting countries would have an exportable surplus of 785 million bushels. It was anticipated, however, that a considerable quantity of wheat might become available from the 1925 harvest in India before the end of July, and it was deemed possible that the requirements of importing countries might be diminished by governmental restrictions.

MAIZE.

Before the development of the wheat-exporting industry of New South Wales maize-growing was the most extensive single agricultural pursuit. It now ranks second in importance amongst the crops of New South Wales. However, its cultivation is small in comparison with that of wheat, and sufficient is not grown for local consumption.

Maize is cultivated chiefly in the valleys of the coastal rivers, where both soil and climate are peculiarly adapted to its growth. On the Northern Tableland also good results are obtained, and maize is gaining popularity as a profitable crop in rotation with hay.

Maize-growing reached its highest development locally in 1910, and since then, despite a distinct rise in the price level, production has been decreasing.

The following statement exhibits a comparison of the extent of maize-growing since the season 1900-01, with the average price in Sydney markets for each crop:—

Season.	Area under Maize for Grain.	Production.		Average Price per Bushel, Sydney Markets.	
		Total.	Average yield per Acre.		
	acres.	thousand bushels.	bushels.	s.	d.
1900-01	206,051	6,293	30.5	2	8
1910-11	213,217	7,594	35.6	3	0
1915-16	154,130	3,774	24.5	4	6
1916-17	155,378	4,333	27.9	3	10
1917-18	145,754	3,500	24.0	5	7
1918-19	114,582	2,092	18.3	8	0
1919-20	136,509	4,052	29.7	8	7
1920-21	144,105	4,176	29.0	5	4
1921-22	146,687	3,976	27.1	5	5
1922-23	138,169	3,287	23.8	6	1
1923-24	166,974	4,623	27.7	4	3

It is somewhat difficult to understand why maize-culture has declined so considerably in New South Wales, and why, so far from there being any export trade in this important grain, supplies have been regularly imported. Perhaps among the reasons may be included the competition of more profitable pursuits, such as dairy-farming, the absence of an outlet in the form of an export trade, and the vagaries of the local market. In pre-war years the international trade in maize was somewhat less than half the volume of that for wheat. In the United States of America, where approximately 70 per cent. of the world's crop of maize is grown, it is by far the largest crop, but only about 2 per cent. of it is exported. The pre-war consumption in England was approximately eighty million bushels annually, imported principally from the United States and the Argentine.

The following statement shows the area under maize for grain in New South Wales during the season 1923-24, with the production and average yield in each Division:—

Division.	Area under Maize for Grain.	Yield.	
	Total.	Total.	Per Acre.
Coastal—	acres.	bushels.	bushels.
North	54,770	1,791,500	32.7
Hunter and Manning	25,270	681,703	27.0
Metropolitan	2,480	100,300	40.4
South	13,460	495,900	36.9
Total	95,980	3,069,400	32.0
Tableland—			
Northern	25,980	571,200	21.9
Central	9,500	177,500	18.7
Southern	520	16,200	31.1
Total	36,000	764,900	21.2
Western Slopes	34,470	777,800	23.1
Central Plains, Riverina, and Western Divisions	520	10,900	20.9
All Divisions	166,970	4,623,000	27.7

During the ten years ended 1909, the average annual consumption of maize in New South Wales was 4.1 bushels per head of population. During late years, however, the production of maize has declined, and to maintain the consumption of earlier years an average annual import of about five million bushels would be necessary now. The average annual maize crop during the past five seasons has been 4,023,000 bushels. Since 1921, returns of Interstate movements of maize have been collected. The net imports into New South Wales since that year have been as follow:—886,000 bushels in 1921, 743,000 bushels in 1922, 2,268,000 bushels in 1923, and 1,661,000 bushels in 1924. In 1921 and 1922 the imports were principally Interstate, but in 1923 approximately 1,800,000 bushels were imported overseas, chiefly from South Africa, in the latter part of the year. In 1924 the net imports overseas were 263,000 bushels, and practically the whole of the balance imported came from Queensland.

It is apparent that a very great decline in consumption has taken place, the proportion per head of population being now less than 3 bushels. If the carry-over from season to season be disregarded the total available for consumption in 1921 was 5,060,000 bushels, 4,720,000 bushels in 1922, 5,560,000 bushels in 1923, and 6,284,000 bushels in 1924.

OATS.

The production of oats in New South Wales is not sufficient to supply the local demand, although where cultivation has been undertaken the return has been satisfactory. The elevated districts of Monaro, Argyle, Bathurst, and New England contain large areas of land on which oats could be cultivated with excellent results, as it thrives best in regions which experience a winter of some severity.

Omitting from account small areas, the highest average yield in any division in 1923-24 was 23.4 bushels per acre, obtained from 2,879 acres in the Southern Tableland Division.

The principal divisions in respect of the cultivation of oats for grain were the South-western Slopes, where 30,712 acres produced 552,826 bushels of grain, an average of 18 bushels per acre, the Riverina division with 29,460 acres producing 486,072 bushels, an average of 16.5 bushels per acre, and the Central Tableland with 13,419 acres producing 293,535 bushels, or an average of 21.2 bushels per acre. These three divisions between them produced 85 per cent. of the oats grain grown in the State.

The following table gives statistics of the cultivation of oats for grain since 1900-01:—

Season.	Acres under Oats for Grain.	Production.		Price per Bushel, Sydney Markets.
		Bushels.	Bushels per Acre.	
1900-01	29,383	593,548	20.2	s. d. 2 4
1910-11	77,991	1,702,706	21.8	2 8
1915-16	58,636	1,345,698	23.0	2 10½
1916-17	67,111	1,084,980	16.2	3 1
1917-18	82,591	1,455,111	17.6	4 7
1918-19	86,474	1,273,752	14.7	5 9
1919-20	76,117	586,758	7.7	5 7
1920-21	77,709	1,642,700	21.1	4 0½
1921-22	69,795	1,169,900	16.8	4 2
1922-23	74,006	1,250,803	16.9	4 7
1923-24	86,693	1,570,300	18.1	4 7

In addition, in 1923-24 the area of oats cropped for hay was 242,416 acres, and the area used for green fodder 30,900 acres.

The cultivation of oats for grain developed rapidly in New South Wales until 1913, but has since declined. The area and yield have always been of small extent, local needs being supplied largely by importation from neighbouring States. Considerable areas, however, are sown with oats for hay and valuable crops produced. (See page 472.)

The local yield per acre is considerably below that of the important producing countries, and the total yield insignificant compared with the world production, which usually amounts to more than 4,000,000,000 bushels per year. Though most countries produce sufficient for their own requirements, considerable international trade is done in oats. The United Kingdom and France are the principal importers and Russia (formerly), but now the United States, Canada, and the Argentine are the principal world suppliers.

In the period 1900-09 the average consumption of oats was at the rate of 1.4 bushels per head of population. If this relationship still existed local requirements would now be, on the average, about 3 million bushels annually. Disregarding carry over, it is estimated that the quantity of oats available for consumption in New South Wales was 2,535,000 bushels in 1921, 2,108,000 bushels in 1922, 2,943,000 bushels in 1923, and 2,238,000 bushels in 1924. In 1921, 892,300 bushels were imported, 939,000 bushels in 1922, 1,692,200 bushels in 1923, and 668,000 bushels in 1924.

At present the market for oats is chiefly in the metropolitan district, and the demand depends mainly upon the price of maize.

BARLEY.

Barley is produced only on a moderate scale, and local supplies of barley and malt are practically all imported. Although there are several districts where the necessary conditions as to soil and drainage present inducements for cultivation, particularly with regard to the malting varieties, barley is grown mainly in the North-Western Slope and the Riverina Divisions. The areas under crop in other districts are small, and do not call for special notice. The following table shows the area under barley for grain, together with the production at intervals since 1900-01:—

Season.	Area under Barley for Grain.	Production.		Season.	Area under Barley for Grain.	Production.	
		Total.	Average per Acre.			Total.	Average per Acre.
	acres.	bushels.	bushels.		acres.	bushels.	bushels.
1900-01	9,435	114,228	12.1	1918-19	7,980	86,313	10.8
1905-06	9,519	111,266	11.7	1919-20	5,354	38,892	7.2
1910-11	7,082	82,005	11.6	1920-21	5,969	123,290	20.7
1915-16	6,369	114,846	18.0	1921-22	5,031	83,950	16.7
1916-17	5,195	73,370	14.1	1922-23	3,899	55,520	14.3
1917-18	6,370	97,824	15.5	1923-24	4,357	71,910	16.5

The table shows considerable fluctuation as to the area cultivated, while the grain yield has varied greatly, ranging from 4 bushels per acre in 1902-3, when the crop practically failed, to the excellent rate of 21.9 bushels in 1886-7. The average crop during the last ten years has been about 15 bushels per acre.

Of the area cropped for grain in 1923-24, 2,039 acres yielded 29,260 bushels of malting barley and 2,318 acres yielded 42,650 bushels of other barley. In addition, 1,584 acres were cropped for hay and 7,575 acres for green food.

OTHER CROPS.

Particulars are shown below of the remaining crops of the State.—

Crop.	Average of 5 years ending 30th June, 1923.			Year ended 30th June, 1924.		
	Area.	Production.	Yield per acre.	Area.	Production.	Yield per acre.
Hay—	acres.	tons.	tons.	acres.	tons.	tons.
Wheaten ...	583,283	583,581	1·00	695,622	702,635	1·01
Oaten ...	291,217	243,759	1·21	242,416	299,571	1·24
Lucerne ...	62,791	130,156	2·07	83,347	167,682	2·01
Other ...	2,278	2,281	1·00	2,212	2,917	1·32
Green Fodder ...	415,895	£637,460	£1 11s.	429,716	£733,727	£1 14s.
Sown Grasses ...	1,844,072	...	...	1,931,182	...	...
Rye (Grain) ...	1,360	bushels.	bushels.	1,089	bushels.	bushels.
Broom Millet—		17,871	13·1		23,160	21·3
Grain ...	2,477	15,440	6·23	3,746	18,420	4·9
Fibre ...		cwt.	cwt.		cwt.	cwt.
Root Crops—		12,445	5·02		19,076	5·1
Potatoes ...	24,131	tons.	tons.	21,879	tons.	tons.
Other ...	1,261	47,432	1·97	1,567	61,079	2·79
Miscellaneous Crops—		3,958	3·13		5,264	3·36
Tobacco (Dried Leaf)	1,625	cwt.	cwt.	1,450	cwt.	cwt.
Sugar Cane—		16,689	10·27		9,225	6·36
Crushed ...	5,238	tons.	tons.	6,733	tons.	tons.
Stand-over ...	6,722	125,006	23·88	10,582	132,084	19·61
Grapes—		...	...		...	...
For Wine ...	4,599	5,434	1·18	6,548	9,782	2
Wine Made ...	...	gallons.	gallons.	...	gallons.	gallons.
		669,232	145		1,459,778	223
For Table Use ...	2,142	tons.	tons.	2,273	tons.	tons.
		2,836	1·32		3,983	1·75
For Drying Purposes	728	cwt.	cwt.	1,129	cwt.	cwt.
Young Vines	3,483	10,063	13·81	4,609	23,625	20·93
*Other Crops ...	19,847	...	...	23,316	...	...

* Made up of Market Gardens, Tomatoes, Peas and Beans, Pumpkins and Melons, Cabbages, Cauliflowers, Asparagus, Cucumbers, Lucerne Seed, Nurseries and Flowers, Bananas, Cotton, and other miscellaneous crops.

Fodder crops are always extensive, but the areas cut for hay or used as green fodder, vary considerably from season to season. The greater part of the area cultivated for hay is sown with wheat, but cultivation for oaten hay is also very extensive. Lucerne is more or less a permanent crop, and in recent years the area devoted to it has increased steadily. The area of land cultivated expressly for green fodder is not available. The area shown above includes such lands in addition to the areas which failed to mature for grain or hay and were used as green fodder for stock. Lands sown with grasses are not usually cultivated, being used principally for grazing dairy cattle on the North Coast.

Potatoes are a staple article of diet in New South Wales, but proportions ranging from one-third to two-thirds of the local requirements have to be imported regularly from other States, principally Tasmania and Victoria. From 1919 to 1921 prices were very high, and consumption declined very rapidly. The local production in 1923-24 was only about 50 per cent. of requirements, and there was a net import of 68,400 tons from other States.

Only about 10 per cent. of the tobacco and about 7 per cent. of the sugar used annually in New South Wales are grown within the State.

The vineyards of the State are becoming extended, and considerable new areas are being placed under grapes in the Murrumbidgee Irrigation Area.

The most important viticultural district was formerly in the Hunter and Manning Division, the area cultivated for grapes in that Division in 1923-24 being 2,611 acres for wine-making, 25 acres for table use, and 444 acres of young vines. However, the area cultivated for grapes is now largest in the Riverina Division, where, in 1923-24, 3,141 acres were grown for wine-making, 430 acres for table use, 480 acres for drying, and 3,333 acres of young vines. The greater part of these areas are in the Murrumbidgee Irrigation Area. Full details of the various crops summarised above are published in the Statistical Register of New South Wales.

COTTON.

In view of the diminution of world supplies, a considerable amount of attention was given in 1922 and following years to the work of encouraging the cultivation of cotton in New South Wales. The educative propaganda was undertaken largely by the British-Australian Cotton Association and the Department of Agriculture also increased its experimental activities, prepared leaflets, and distributed seed among growers. In addition, the Government of New South Wales guaranteed to pay certain minimum prices on an attractive scale for seed cotton grown in the State during the three seasons ending 1924-25. A ginnery was opened at Newcastle on 31st August, 1923, by the British-Australian Cotton Association. The area sown with cotton in 1923-24 was 544 acres, and the yield of seed cotton 55,726 lb.

ENSILAGE.

New South Wales is liable at intervals of fairly regular recurrence to long periods of dry weather. It consequently lacks a permanent supply of natural fodder, and the necessity arises for conserving the abundant growth of herbage of good seasons, in the form of ensilage, for use when natural pastures are exhausted. To facilitate such conservation the Department of Agriculture offers liberal assistance to farmers by erecting for them silos at actual cost, repayable by easy instalments without interest. Farmers may sink pits for the same purpose at small expense. In either case free advice concerning material and method is given by the Department.

The possession of stocks of ensilage is highly advantageous to the prosecution of dairy farming in the districts of the coast, where the climatic conditions are unfavourable to the growth of winter fodder.

The quantity of ensilage made in the State in 1923-24 was 19,292 tons, made on 152 farms, and valued at £34,823; 13,508 tons were made in coastal districts, and 3,009 tons on the Western Slopes.

The quantity of ensilage made varies considerably from year to year. The maximum production was in 1909, when 34,847 tons were made on 364 farms.

Considering the liability of the State to periods of severe drought, the small efforts made to conserve the fodder of abundant seasons are disappointing. As a means of conserving fodder, the making of ensilage is of great potential value. Schemes of fodder conservation as insurance against drought have been considered from time to time, but no project has yet been initiated.

FRUIT AND VEGETABLE GROWING.

In 1923-24 the area of land on which fruit (including grapes, bananas, and pineapples) was grown was 86,582 acres, and the value of fruit produced £1,824,270.

The importance of fruit and vegetable growing as industries is shown by the following summary, which relates to the area and value of production of each of the principal classes of crop in 1923-24 on holdings of 1 acre and upwards in extent:—

Kind of Crops.							Area not yet Bearing.	Area in Bearing.	Value of Crop.
							Acres.	Acres.	£
Orchards—Citrus	...	...	...	...	...	...	8,971	20,733	521,730
	Other	...	...	...	...	...	13,436	26,982	748,640
Total							22,407	47,715	1,270,370
Vineyards	...	...	...	...	...	...	4,609	9,950	455,140
Market Gardens...	...	...	...	...	...	...	.....	8,543	628,730
Separate Root Crops	...	...	...	...	...	...	.....	23,446	342,710
Minor Crops of Fruit and Vegetables	...	...	...	...	...	...	263	13,349	446,890
Grand Total							27,279	103,003	3,143,840

The cultivation of fruit is capable of considerable expansion, and as there exist large areas of suitable soil with climatic conditions ranging from comparative cold on the highlands to semi-tropical heat on the North Coast, a large variety of fruits can be cultivated. In the vicinity of Sydney, oranges, peaches, plums, and passion-fruit are most generally planted. On the Tableland, apples, pears, apricots, and all the fruits from cool and temperate climates thrive well; in the west and in the south-west, figs, almonds, and raisin-grapes can be cultivated; and in the north coastal districts, bananas, pine-apples, and other tropical fruits grow excellently. Citrus fruits are cultivated extensively, and form the largest element in local production.

Particulars of citrus orchards are shown in the following statement:—

Season.	Area under Cultivation (Citrus Fruits.)			Production.		Value of Production.*	
	Productive.	Not bearing.	Total.	Total.	Average per Productive Acre.	Total.	Average per Productive Acre.
	acres.	acres.	acres.	bushels.	bushels.	£	£ s. d.
1900-01	11,013	3,952	14,965	648,628	59	81,080	7 7 3
1910-11	17,465	2,643	20,108	1,478,306	85	199,300	11 8 3
1917-18	19,133	6,311	25,444	1,737,107	91	384,660	20 2 1
1918-19	20,529	7,068	27,597	1,619,346	79	745,070	36 5 10
1919-20	21,523	7,204	28,727	1,769,038	82	534,530	24 16 8
1920-21	21,990	6,445	28,435	2,009,756	91	477,580	21 14 4
1921-22	22,083	6,221	28,304	2,135,693	97	530,380	24 0 4
1922-23	20,412	8,036	28,448	1,984,707	97	628,100	30 5 8
1923-24	20,733	8,971	29,704	2,004,020	97	521,730	25 3 4

* At Orchards.

The principal divisions for the cultivation of citrus fruits are as follow:—Metropolitan, 9,067 acres; Hunter and Manning, 7,468 acres; Riverina (which includes the Murrumbidgee Irrigation Area), 6,087 acres, and Central Tableland 4,816 acres.

Both the average yield per acre and the average value of the yield have increased very markedly. The value of citrus fruits per acre was greater in the five years 1918-19 to 1922-23 than that of other fruits, but the position was reversed in 1923-24.

The number of orchards in which citrus fruit was cultivated during the year 1923-24 was 5,621, and of these the average area was 5·3 acres.

The production of oranges and mandarins has attained such proportions that the growers are obliged to seek oversea markets, the supply, both in New South Wales and in the adjacent States, exceeding in some seasons the local demand. During 1923-24 the oversea export of citrus fruits from New South Wales amounted to 23,777 centials, valued at £30,235. Practically the whole of this export was sent to New Zealand.

Since 1921 steps have been taken by the citrus growers in an increasing number of centres to organise the marketing of their citrus products co-operatively. This is being achieved through the establishment of co-operative packing houses, eleven, and possibly twelve, of which are expected to be in operation in the 1925 season, with a total pack of from 350,000 to 400,000 one-bushel cases, or approximately one-sixth of the entire crop of the State.

Membership of each packing-house society is limited to bona-fide citrus fruit growers in the locality where the society operates, and members are bound for periods usually of two years to send the whole of their production to the packing-house for grading, packing and marketing.

An estimate of each member's crop is made at the beginning of the season, and steps are taken to ensure that regular supplies will be forwarded in order to secure economy in handling. However, supplies are varied periodically in consideration of the state of the market.

The fruit is marketed in four grades, the cases being labelled to show variety, grade and count. Standards are rigorously maintained by each packing-house, and this facilitates successful marketing. Buyers have found that they can rely on the standardised pack and upon getting regular supplies in season, from May to December, and in smaller quantities until February. Consequently a considerable amount of trade is being done direct from the packing-houses to the country districts of New South Wales and to Victoria, Queensland and New Zealand. Prices for New South Wales are fixed weekly on the basis of Sydney values by the packing-houses in consultation with the Central Citrus Association (a federation of the packing-houses). By direct trading the buyer gets his fruit fresher and cheaper, because time is not wasted in superfluous handlings, no intervening profit is made, and sometimes there is a considerable saving in freight. The packing-house, on the other hand, saves considerably in selling commission, freight and cartage. However, a large quantity is still sent for sale on consignment to Sydney selling agents.

The following table shows the area under orchards and fruit-gardens, exclusive of citrus orchards, bananas and pineapples, together with the total value of each season's yield, at intervals since 1900-01:—

Season.	Area under Cultivation (Fruits other than Citrus).			Value of Production.	
	Productive.	Not Bearing.	Total.	Total.	Average per Productive Acre
	acres.	acres.	acres.	£	£ s. d.
1900-01	25,766	5,503	31,269	270,081	10 10 0
1910-11	20,498	6,748	27,246	271,930	13 5 4
1917-18	22,121	13,784	35,905	378,552	17 2 3
1918-19	23,795	12,970	36,765	586,470	24 12 11
1919-20	25,688	13,978	39,666	557,130	21 13 9
1920-21	27,368	14,309	41,677	578,980	21 3 1
1921-22	27,858	14,085	41,943	550,280	19 15 1
1922-23	26,327	14,513	40,840	737,080	28 0 0
1923-24	26,982	13,436	40,418	748,640	27 14 11

Nearly one-quarter of the area under fruits other than citrus is situated in the Central Tablelands, where the area occupied in this way is 9,891

acres, the next largest totals being 7,865 acres in the south-western slopes, and 7,848 acres in the Riverina, which includes the Murrumbidgee Irrigation Settlement.*

With the exception of oranges and mandarins, the fruit-production of New South Wales is far below average demands. In 1923-24 the quantity of fruit imported at Sydney by sea from other States was 1,239,110 cases, valued at £451,589. The value of fruit used for jam and fruit-canning in factories in New South Wales during 1923-24 was £175,985. Fresh fruit to the value of £76,780 was exported overseas from New South Wales in 1923-24 in addition to preserved fruit and vegetables, pulp and juice valued at £153,624, and dried fruits valued at £4,683. Good seasons are rewarded by a glut of fruit, for which, apparently, there is no system of efficient handling; and while consumers are anxious to secure supplies of sound fruit, much of the produce is allowed to be wasted. The conditions of the industry was investigated by the Select Committee on Agriculture in 1921, and much valuable information is contained in the report of that committee, and the evidence taken by it.

The extent of cultivation of each important class of fruit on holdings of 1 acre and upwards during the past two seasons is shown in the following table:—

Fruit.	1922-23.			1923-24.		
	Number of Trees not yet Bearing.	Trees of Bearing Age.		Number of Trees not yet Bearing.	Trees of Bearing Age.	
		Number.	Yield.		Number.	Yield.
Oranges—			bushels.			bushels.
Seville	14,112	38,914	42,923	12,549	41,588	43,907
Washington Navel ...	195,817	235,992	247,187	278,020	252,307	260,769
Valencia	221,098	389,980	403,908	227,507	431,348	438,403
All other	72,753	506,180	557,928	72,993	502,749	554,548
Lemons	121,383	200,183	231,396	69,546	200,958	233,382
Mandarins	150,577	463,928	491,992	170,550	475,918	464,636
Other Citrus	3,902	9,206	9,373	5,148	10,786	8,375
Apples	378,662	708,064	723,522	393,552	752,812	522,771
Pears—						
Williams	63,733	126,533	116,982	51,887	140,323	128,130
All other	82,232	108,330	86,362	78,353	110,739	93,324
Peaches—						
Early	64,422	343,462	370,887	50,412	328,659	340,527
Canning	103,706	212,079	306,854	84,132	254,994	308,749
Nectarines	9,805	30,026	31,526	10,140	28,893	29,362
Plums	84,551	203,556	187,373	71,972	203,625	164,680
Prunes	234,302	76,234	55,431	230,099	90,947	65,467
Cherries	89,551	152,380	82,217	94,274	166,541	72,069
Apricots	63,941	123,468	163,382	69,885	127,198	140,874
Quinces	11,768	33,023	32,611	9,305	28,237	29,559
Persimmons	4,333	14,001	12,105	3,035	13,298	12,276
Passion Fruit	†88,043	†185,757	48,220	†73,593	†221,178	68,193
‡All other ... ..	...	...	26,964	...	...	23,253

* See p. 484 and 485.

† Vines.

‡ Excludes bananas and pineapples.

The above figures include returns from private orchards, which are, however, of comparatively small extent, ranging from 2 per cent. of the total orchards, in the case of citrus fruits, up to about 8 per cent. in the case of some stone-fruits.

In contrast with the headway made in organizing the marketing of citrus fruits little has been done to improve the system of marketing other fruits. However, at Batlow there has been established an efficient cool stores on co-operative lines to provide growers with storage chambers which will enable them to store apples and pears during periods of plenty for sale when supplies are scarce by reason of seasonal changes. Thus, it is customary to place pears in cold storage during March and April for marketing in May and June when it is claimed prices are generally from 2s. to 4s. per case higher than in March and April. Space then becomes available for late apples which are stored and sold in the spring and early summer, usually at an advance of from 3s. to 6s. per case over prices prevailing in June and July. In addition to the monetary gain, it becomes possible to guarantee continuity in supplies of fruit over a definite period, valuable trading connections can be made, and it becomes possible to inaugurate sound marketing undertakings.

This society was formed in May, 1922, and the stores erected in 1922-23 had a capacity of 8,000 one-bushel cases, subsequently increased in 1923-24 to 14,400 bushel cases. The capital cost of the stores was £9,000, or approximately 12s. 6d. per case space with an addition of 3d. per case space for the railway siding. There are 33 shareholders, and each store represents one case space which the holder can use or sub-let according to his requirements. The charge for working expenses, interest, repayment of loan and depreciation, &c., is 2s. 6d. per case space per year, payable in five instalments of 6d. each.

A Co-operative Packing Society has been established by the shareholders in connection with the cool stores. This body requires growers to deliver at least 95 per cent. of their produce to the cool stores (unless other special arrangements are made), and to furnish an estimate before the middle of each month of the amount of fruit they will deliver in the next, so that the company can arrange in advance for the grading, packing, transport, and marketing of the fruit. The society has established a "direct to the consumer" trade by which fresh fruit is delivered direct to the consumer in small quantities.

Banana culture is an important industry in the Tweed River district of the North Coast division, but it is seriously menaced by a disease known as "bunchy top." In August, 1923, the Government of New South Wales agreed to co-operate with the Commonwealth and Queensland Governments in conducting a joint investigation into "bunchy top." Each Government agreed to contribute £1,500 to defray the expenses of the investigation, and a Bunchy-top Control Board was appointed to arrange for a systematic investigation of the problem. In 1923-1924 the total area cultivated for bananas was 1,854 acres, a decrease of 1,953 acres since the preceding season; 1,604 acres were productive and yielded 94,983 cases of bananas, valued at £97,360, a decrease of 138,543 cases and £54,380 respectively since 1922-23. In 1923-24 the imports of bananas inter-State by sea amounted to 2,749 cases, valued at £2,515; the imports oversea were 396 centials, valued at £485. Large supplies are received from Queensland by rail.

Fruit Census, 1923.

In 1923 a special census was taken to ascertain the number of trees of each variety of each kind of fruit planted in New South Wales, in order to facilitate consideration of the problem of marketing.

The results were briefly summarised on page 504 of the Official Year Book for 1923, and were published in full in the *Agricultural Gazette* of February, 1925.

Commonwealth Fruit Bounty.

Owing to the inability of the canning factories in Australia to purchase and dispose of the soft fruits available, the Commonwealth Government established what were termed "fruit pools" in the years 1920-21, 1921-22, and 1922-23. In effect the Government bought the fruit, processed it and sold it, thus financing the industry of fruit growing over the very difficult period of post-war adjustments. The very weak local demand for canned fruits rendered large exports necessary, and, as the British market proved very unfavourable in 1921-22 and the costs of canning were high, considerable losses were sustained. It is estimated that these were £88,000 in 1920-21, £370,000 in 1921-22, and £160,000 in 1922-23, or a total of £618,000.

The large stocks which had accumulated were practically cleared by the end of 1923, when the new season commenced.

Local consumption had improved rapidly after the middle of 1923, and in the 1923-24 season a change of policy was effected. The "pool" was discontinued and a bounty placed upon the production of canned fruits. The rates of bounty per dozen 30-oz. tins were as follow:—Apricots, 9d., with an additional bounty of 1s. 8d. on exports; peaches (clingstone), 9d. and 1s. 9d. respectively; pears, 9d. and 1s. 6d.; pineapples, 6d. and 1s.; and peaches (freestone), 10d. with no addition for export. The canner receiving bounty is required to pay the growers a minimum of £10 per ton for apricots or pears, £9 for clingstone peaches, £7 for freestone peaches, and £6 for pineapples, in addition to rail freight. For the season 1923-24 approximately 20,500 tons of fruit (exclusive of 4,845 tons of summer pineapples) were canned in thirty-six factories in Australia under the bounty scheme, the amount of bounty paid being approximately £120,000.

The following statement shows the quantity and value of all the fruit canned in factories in New South Wales during each of the past six years:—

Year.	Fruit Preserved.	
	Quantity.	Value at Cannery.
	lb.	£
1918-19 ...	5,237,491	196,057
1919-20 ...	10,447,719	317,299
1920-21 ...	5,287,069	195,939
1921-22 ...	7,967,785	207,823
1922-23 ...	10,886,367	278,506
1923-24 ...	10,521,701	242,255

Vegetables.

As agricultural and pastoral statistics are collected only in respect of holdings of one acre or more in extent, they do not provide a complete census of vegetable growing. Nevertheless the information obtained may be considered to provide particulars of all operations conducted on a large scale.

A very considerable proportion of the vegetables produced on these holdings are grown in market gardens. In 1923-24 market garden produce was

grown on 2,603 holdings and occupied in all 8,543 acres, the value of production from which was £628,723. In addition there were large areas devoted to individual crops as follows:—

Crop.	Area of Crop.	Production.
Potatoes—	Acres.	
Early	4,469	10,021 tons.
Late	17,410	51,058 „
Sweet	400	1,725 „
Onions	135	687 „
Turnips	985	2,589 „
Other Root Crops	47	263 „
Pumpkins and Melons	4,389	15,982 „
Tomatoes	1,382	259,182 half cases.
Peas	4,501	£70,246
Beans	282	£4,695
Cabbages	262	£8,902
Cauliflowers	97	£6,640
Other Minor Crops	40	£1,476

The areas and production quoted above are exclusive of crops of these kinds grown in market gardens.

PLANT DISEASES ACT, 1924.

This Act was assented to on 17th December, 1924, and replaced the Vine and Vegetation Diseases and Tree Pest Act, 1912. By it the Governor is empowered to prohibit by proclamation the introduction into the State of any plant, fruit or other thing which in his opinion is likely to introduce any disease or pest into the State. He is authorised to appoint specified places of entry into the State for any specified kind of plant or fruit, and to appoint quarantine stations for the reception of anything of any nature which has come in contact with plants or fruit. He may also require owners or occupiers of any land or premises to take such measures as are specified for the treatment of any disease or pest. Power is also given for the seizure of anything dealt with in any way contrary to any direction contained in a proclamation, and the occupiers of any land or premises in which any proclaimed disease or pest appears, are required to give notice thereof within twenty-four hours.

Inspectors are to be appointed for the enforcement of the Act, with power of entry and search in the execution of their duty. Such inspectors may examine any nursery and issue a certificate that it is free from any particular disease. Power is also given to destroy plants in any abandoned nursery or orchard.

Every orchard and nursery not exempted by the Minister is required to register and to pay a fee not exceeding 1s. per acre of the land comprised in the nursery or orchard. These fees are to be paid into a special account at the Treasury and to be expended for such purposes in furtherance of the interests of fruit-growers as the Minister may approve.

The Act also provides that no person shall sell any fruit or vegetables unless they are so arranged or packed that the outer layer or shown surface is a true indication of the fair average quality of the whole. If more than 10 per centum is substantially inferior to the outer layer or shown surface it shall be *prima facie* evidence that the fair average quality of the fruit or vegetables is not truly indicated.

WATER CONSERVATION AND IRRIGATION.

The smallness and intermittency of the rainfall and the high evaporation over a wide area of New South Wales necessitate and at the same time restrict the work of conserving water for agricultural and pastoral purposes. On page 12 it is shown that approximately 78,250,000 acres of land in the western parts of the State—comprising nearly 40 per cent. of its total area—receive an average annual rainfall of 15 inches or less. The possibilities of irrigation over this wide area are still further limited (except in the extreme south) by the lack of large permanent streams of water. For this reason not only agricultural but also pastoral activities are restricted on these lands, which embrace mostly the plains of the Western Division.

Adjoining these on the east is a strip of territory varying from about 50 to 150 miles in width, stretching through the whole length of the Central Plains and Riverina, and containing approximately 37,000,000 acres of land (18.6 per cent. of the area of the State) which receives on the average from 15 to 20 inches of rain per year. It is principally in this region, in more favoured districts further east, and in the Murray Valley to the south, that irrigation schemes have been put forward to supplement the deficient rainfall.

Across the northern and north-western hinterland there stretches an artesian water basin of 53,000,000 acres, and in the south-western corner there exists a sub-artesian basin rather smaller in extent. Artesian bores and wells have made this water available at a considerable number of places.

At 30th June, 1924, there were 2,250 irrigation farms on areas controlled by the State and about 1,846 operating under pumping licenses, &c.

The relation of rainfall to productivity in the various districts of the State is discussed further in part "Rural Settlement" of this Year Book.

Policy and Control.

The initiation of successful irrigation projects necessitates exhaustive preliminary investigations, frequently over long periods, into the amount of rainfall, evaporation, river flow, seepage, &c., as well as the making of contour surveys and investigations by boring and the compilation of records.

The successful conduct of schemes involves constructional work of all kinds, provision and control of settlements, of community services, of factories for handling products, of finance and other important matters. The whole of these functions have been entrusted to the Water Conservation and Irrigation Commission, consisting of three members, including the Minister for Agriculture. This Commission controls the whole of the waterworks of the State (other than town and domestic supplies), except the storage works under construction in connection with the Murray River, which are supervised by an Interstate Commission, upon which a member of the New South Wales Commission sits.

Private waterworks are controlled for the most part under the Water Act, 1912, as amended in 1924, which consolidates the Acts relating to water rights, water and drainage, drainage promotion, and artesian wells. Part II of the Act vests in the Crown the right to the use, flow, and control of the water in all rivers and lakes which flow through or past or are situated within the land of two or more occupiers. Private rights have been abolished, and a system of licenses established for the protection of private works, of water conservation, irrigation, and drainage, and the prevention of inundation of land.

Expenditure on Water Conservation and Irrigation Projects.

The expenditure by the State during 1923-24 on water conservation and irrigation projects and on administration and advances to settlers on irrigation areas is shown below:—

Heading.	Expenditure.*	Receipts, Repayments by Settlers, etc.	Net Expenditure.*
General Loan Account—	£	£	£
Burrinjuck Dam and Murrumbidgee Irrigation Areas ...	298,846	134,433	164,413
Returned Soldiers' Settlement ...	468,013	28,873	439,140
Wentworth Irrigation Area ...	3,024	254	2,770
Deep Boring	20,510	998	19,517
Shallow Boring	51,847	26,806	25,041
River Murray Settlement ...	45,464	2,377	43,087
Returned Soldiers' Settlement, Curlwaa	1,841	1,975	134†
Total	889,545	195,711	693,834
Consolidated Revenue Fund—			
Salaries, Contingencies, etc. ...	68,788	...	72,779
Works, Investigation, Advances, etc.	12,101	...	
Rents, Water Rates, Interest, and Repayments ... ..	...	8,110	
Total	80,889	8,110	72,779
Public Works Fund—			
Wentworth Irrigation Area ...	2,163	...	2,163
Grand total	972,597	203,821	768,776

* Including advances to settlers.

† Net surplus.

In addition, New South Wales contributed a sum of £138,130 in 1923-24 for expenditure in connection with the River Murray Scheme, making a total net expenditure for the year of £906,906. A considerable proportion of this amount consisted of advances to settlers.

It is not possible to state the total amount of capital expenditure by the Government of New South Wales on irrigation and water conservation projects for farming purposes (as distinct from town supplies), but the following are particulars of certain items of capital expenditure to 30th June, 1924, omitting from account certain expenditure on investigations, &c.

Works.	Gross capital expenditure. £
Burrinjuck Dam and Murrumbidgee Irrigation Areas*	8,257,483
Hume Reservoir and Murray River	674,233
Hay Irrigation Area, 1912-1924	12,290
Wentworth Irrigation Area (Curlwaa)	46,105
Deep Boring†	747,464
Shallow Boring	252,687
Weirs, &c., for Water Trusts	38,593
Weirs, Cuttings, &c. (National Works)	193,418
Total	10,222,273

IRRIGATION SETTLEMENTS.

The Murrumbidgee Irrigation Areas.

A large storage dam, capable of holding 771,640 acre-feet of water, has been constructed at the head of the Murrumbidgee River, to retain the flood

* Including £1,991 364 outstanding advances to settlers.

† Including bores which failed.

waters, which are released for use 250 miles lower down the river on the extensive irrigation areas of Yanco and Mirrool. A movable diversion weir has been provided about 240 miles below the dam, to turn the required amount of water from the river into the main canal leading to the irrigation settlements. Particulars of the extent of the dam were published in the Year Book, 1921.

At 30th June, 1924, there were under occupation 2,061 farms, covering a total area of 116,000 acres, or approximately one-third of the total area to be embraced in the completed scheme. With the aid of irrigation the soil and climate are suitable for the profitable production of apricots, peaches, nectarines, prunes, pears, plums, certain varieties of apples, almonds, melons, cantaloupes, and citrus fruits; also wine and table grapes, raisins, sultanas, figs, olives, and most varieties of vegetables and fodder crops. Dairying and pig-raising are being conducted successfully by settlers in the areas, and stock are raised in the drier parts.

Farms varying in size from 1 acre to 250 acres are made available from time to time. The average agricultural farm is from 15 to 25 acres in extent, but to suit the requirements of dairymen and other stock farmers, blocks of larger areas have been made available. These include non-irrigable or "dry" areas, in addition to the irrigable portion. The tenure of all farms is perpetual leasehold, involving residence, but provision for irrigation purchases was made in 1924. A specified number of acre-feet of water is allotted at a fixed charge to each holding. In 1923-24 the quantity of water distributed was 66,433 acre-feet. The total revenue from water rights was £24,952, and from sales of additional water or of water to holdings with no water rights was £7,122. An acre-foot of water means such a quantity as would cover 1 acre with water 12 inches deep.

Subject to such conditions as to security and terms of repayment as the Commission may require, settlers may obtain an advance of money, or have suspended the payment of amounts owing, in order to assist them in developing their holdings. Such advances are limited to the total amount of funds made available by Parliament for the purpose. Special provision was made for monetary assistance to returned soldier settlers who took up farms with little or no capital. At 30th June, 1924, the amount of advances to settlers outstanding was £1,991,364. The Rural Bank Commissioners also have statutory powers to make loans upon mortgage of irrigation farm leases.

Towns and villages have been established at convenient centres on the Yanco and Mirrool irrigation areas. The principal settlements are Leeton, Griffith, Yanco and Yenda. At present the Commission performs municipal functions, but an Act to establish Local Government areas in the form of municipalities or shires, or to add a part or the whole of the irrigation area to an existing municipality or shire was passed in 1924.

Abattoirs, and butter, cheese, bacon, and fruit-canning factories were established on the areas by the Commission to treat the produce of the settlers. The butter and bacon factories and the abattoirs were sold to the Murrumbidgee Irrigation Dairy Co-operative Society Ltd. on 1st July, 1921, and are now operated by the settlers, in conjunction with a butchery and agistment paddocks. The operation of these concerns resulted in a surplus of £1,249 in 1923-24, including £518 from the bacon factory and abattoirs, £286 from the butchery business, and £396 from the agistment paddocks. In 1922-23 there was a heavy reduction in the prices received for products, but the cannery made a profit of £296, after paying interest and depreciation amounting to £20,333. In 1923-24 its profit was £215, after paying interest amounting to £13,442 and depreciation amounting to £9,235. In addition to industrial undertakings, the Commission has undertaken to provide such municipal services as domestic water and electricity supplies, accommodation houses, and to supervise matters of health and sanitation, besides

engaging in trading operations to supply settlers with live-stock, stores, and nursery stock. Co-operative enterprise is receiving every encouragement, and a number of co-operative organisations have been established to handle produce and supply the settlers' requirements.

An experiment farm is maintained at Yanco under the control of the Department of Agriculture; also a viticultural nursery at Griffith (in the Merool irrigation area) for the propagation of vines on phylloxera-resistant stocks. An Agricultural High School has been established by the Department of Education at North Yanco on the irrigated area.

During the season 1923-24 the total area of crops irrigated was 56,076 acres, including 11,253 acres of grass, stubble, etc., 12,288 acres of oats, 7,686 acres of deciduous fruit, 6,170 acres of lucerne, 4,922 acres of wheat, 6,284 acres of vines, 5,355 acres of citrus fruits, and 1,186 acres of vegetables. The average amount of water used per farm was 31.1 acre-feet. The total value of agricultural and pastoral production on the area was estimated at £600,000 for 1923-24 as compared with £575,000 for 1922-23. The principal items in 1923-24 were fruit—fresh £150,000, canned £23,000, dried £25,000 and butter £76,000. Details of the quantity of production will be found in a statement on the next page.

Hay Irrigation Area.

The irrigation area at Hay, on the Murrumbidgee River, consists of about 4,500 acres of land, part of which was made available in 1893. Prior to 30th June, 1912, the area was controlled by a trust appointed in 1897. It was placed under the control of the Commissioner of Water Conservation, and Irrigation on 1st July, 1913. The area used for irrigation purposes on 30th June, 1924, was 1,035 acres, held by 65 settlers, in 108 irrigation blocks, ranging from 3 acres to 34 acres in size; generally the term of lease thirty years, and the annual rental from 5s. to 12s. per acre. In addition, 276 acres of non-irrigated land had been taken up in 51 blocks for short terms up to five years' duration. The water-rate is fixed from time to time; during 1923-24 it was 30s. per acre per annum. The pumping machinery consists of a suction-gas plant, supplying two engines of about 55-horse-power each, working two centrifugal pumps, with an average combined capacity of about 4,000 gallons per minute. The total quantity of water pumped was 2,949 acre-feet. There were eight waterings, the average area watered by each being 981 acres. Dairying and pig-raising are the principal industries, the cultivation of fruit being very limited. The expenditure by the State on maintenance for the year 1923-24 was £2,195 and the revenue £2,139.

Curlwaa Irrigation Area.

The Curlwaa irrigation area, situated at Wentworth, on the Murray River close to the junction of the Darling, consists of 10,550 acres, made available in 1894, of which 1,966 acres were held in 147 irrigated holdings by 124 settlers on 30th June, 1924. Practically the whole of this area had been taken up in areas varying from 1½ acres to 37 acres. There are a number of non-irrigated blocks containing 7,563 acres. The remainder of the area was common land, 525 acres of which comprising 23 blocks were made available for settlement on 26th June, 1924. During the year 1923-24 the area under fruit was 1,189 acres, of which 379 acres were bearing. The estimated value of production from the settlement in 1922-23 was £58,900, and in 1923-24, £75,700, including dried fruit—£57,000 fresh fruit—£13,500. Oranges, peaches, apricots, nectarines, pears, grapes, sultanas, and currants are grown, and it has been proved that the Curlwaa soil is eminently suited to fruit culture, some of the finest oranges grown in New South Wales being the product of this locality.

The pumping plant consists of a suction-gas engine of 120 horse-power, driving an 18-inch centrifugal pump, having a maximum capacity of 8,000

gallons per minute. The main channels measure about 9 miles and 10 chains in length. The quantity of water pumped from the Murray River in 1923-24 was 5,126 acre-feet and the average area watered at each of the five waterings was 1,463 acres.

The land is leased for periods not exceeding thirty years, the annual rent at the present time varying generally from 1s. to 10s. per acre, though the rent is as much as 35s. per acre on blocks set apart in recent years. The rate for water is fixed from time to time by the Commission, and is at present 20s. per acre per annum, except in a few special cases, and there is in addition a general rate of 10s. per acre in productive bearing. Each lessee is entitled to receive a quantity of water equivalent to a depth of 30 inches per annum, limited to 4 inches in any one month. During the year 1923-24 the expenditure on maintenance was £4,241 and the revenue £2,578.

PROGRESS OF IRRIGATION SETTLEMENTS.

Comparative statistics of the irrigation settlements in New South Wales are shown in the following statement; the particulars for 1910-11 relate to the Hay and Curlwaa settlements only, as farming operations on the Murrumbidgee area did not commence until the season 1912-13:—

Particulars.	1910-11.	1915-16.	1923-24.			
			Murrumbidgee.	Hay.	Curlwaa.	Total.
Cultivated Holdings ... No.	86	771	1,648	2	107	1,757
Area under—						
All Crops ... Acres	862	22,488	55,835	30	1,240	57,105
Grain ... "	2	4,287	6,743	...	...	6,747
Hay and Green Food ... "	399	13,631	30,628	23	10	30,671
Grape Vines—						
Bearing ... "	186	353	2,853	...	367	320
Not yet Bearing ... "	74	486	2,600	...	202	302
Orchards—						
Bearing ... "	58	440	5,930	1	443	3,388
Not yet Bearing ... "	139	2,896	6,690	...	177	6,868
Live Stock—						
Horses ... No.	239	3,300	6,663	139	297	5,099
Cattle—						
Dairy ... "	484	2,461	6,081	*468	*16	*6,565
Other ... "	530	1,358	6,570	153	229	6,952
Sheep ... "	703	22,440	11,598	630	450	12,678
Swine ... "	134	2,799	3,113	96	23	3,232
Production—						
Wine ... gal.	...	650	741,900	...	...	741,900
Sultanas ... cwt.	...	2,778	2,600	...	6,844	9,444
Raisins ... "	1,009	1,499	525	...	1,987	2,512
Currants ... "	...	1,845	891	...	3,790	4,681
Oranges—						
Washington Navel ... bush.	...	...	69,397	...	18,111	87,508
Valencia ... "	273	4,988	60,452	15	2,481	62,948
All other ... "	...	...	6,499	...	784	7,282
Lemons ... "	...	...	20,706	3	1,261	21,976
Peaches—						
Early ... "	...	...	27,011	10	24,035	51,066
Canning ... "	2,467	25,861	226,217	...	150	226,777
Nectarines ... "	...	...	4,411	5	1,231	555
Apricots ... "	2,905	10,690	86,026	3	7,304	93,333
Prunes ... "	...	...	33,265	1	1,617	4,883
Milk ... gal.	171,619	504,181	1,831,063	93,560	2,190	1,926,813
Butter ... lb.	5,100	189,420	938,148	9,614	680	948,372
Bacon and Ham ... "	820	8,865	228,450	...	...	228,450

* Cows in Registered Dairies only.

The area devoted to fruit-growing is increasing steadily, but the orchards planted on more than half of the area have not yet reached the stage of production. Oranges, peaches, apricots, and prunes are the principal kinds of fruit produced. The yields of these may be expected to increase rapidly as the young trees become increasingly productive.

The following statement shows the number of fruit trees of the principal varieties, distinguishing the productive from those not yet bearing:—

Fruit trees.	1910-11.		1915-16.		1923-24.	
	Pro- ductive.	Not yet Bearing.	Pro- ductive.	Not yet Bearing.	Pro- ductive.	Not yet Bearing.
Orange—						
Seville	202	3,606	6,509	67,020	680	920
Washington Navel ...					85,046	188,466
Valencia					50,234	79,588
All other	119	136	439	9,388	7,818	4,166
Lemon ... ..	...	...	*	*	22,131	18,334
Peach—						
Early	1,752	4,503	16,812	101,113	26,787	7,279
Canning					171,524	75,674
Nectarine					4,097	3,454
Apricot	2,033	2,969	5,927	42,066	78,533	59,774
Prune ... ..	...	...	...	10,290	46,783	81,341
Plum	98	282	682	5,897	10,213	4,969
Pear—						
William	165	1,096	2,278	14,336	16,706	9,345
Other					6,091	4,881
Apple	400	718	1,256	3,065	7,540	33,614
Fig	201	38	303	3,395	2,179	1,600
Almond ... ..	...	140	582	5,446	10,325	23,174

* Not available.

It is noteworthy that while the growing of oranges is the most extensive activity, the development of peach-growing, especially for canning, has been very rapid, and that apricots, prunes, pears, and apples are also receiving considerable attention.

IRRIGATION PROJECTS.

Murray River.

This scheme is being carried out under agreement between representatives of the Commonwealth, New South Wales, Victoria and South Australian Governments, signed on 9th September, 1914, and an amending agreement, signed on 8th August, 1923, replacing the agreement of 23rd November, 1920.

The outstanding matters provided by the original and amending agreements were:—(a) Provision of water for irrigation purposes; (b) preservation of facilities for navigation; (c) allotment of equitable proportions of the available water for use by settlers in New South Wales, Victoria, and South Australia; (d) equal apportionment of the costs between the four Governments ratifying the agreement; (e) the appointment of a joint commission to carry the agreement into effect. In 1922 a proposal was made to use the Hume Reservoir for hydro-electric development and to increase the capacity of the reservoir as designed.

An expert committee, appointed to consider the matter, made the following recommendations on 31st January, 1924:—(a) That provision be made for outlet works at the Hume Reservoir suitable for the purpose of hydro-electric generation at an estimated additional cost of £40,000; (b) that the Hume dam be carried to a height sufficient to provide a reservoir of 1,100,000 acre-feet, but that the work be constructed in such a manner as to permit raising the dam to provide for a reservoir of 2,000,000 acre-feet of water.

The scheme agreed upon provides for the construction of (a) a dam and storage reservoir to be known as Hume Reservoir, with a capacity of one million one hundred thousand acre-feet of water, at a cost of £1,353,000, situated on the Murray River 10 miles above the town of Albury; from this reservoir waters are to be released to supply the needs of irrigation settlements in New South Wales and Victoria, and to provide sufficient waters for permanent navigation on the river; (b) for storage works in connection with Lake Victoria near the western boundary of New South Wales, with a capacity of 500,000 acre-feet, at a cost of £429,674 as further revised on 14th June, 1924—the waters so impounded are to be utilised for irrigation purposes in South Australia, and to maintain the flow of the river for navigation purposes; (c) thirty-five weirs and locks, at intervals along the river and its tributaries, to control the flow of the river. The total cost of all joint works agreed upon was estimated originally at approximately £4,663,000.

When the scheme is carried out the river will be “canalised,” or converted into “a succession of pools,” whose levels may be regulated so that they will furnish permanent supplies for irrigation, as well as a means of navigation on the most important waterway of Australia. A minimum depth of 5 feet of water will be maintained as far as Echuca, the present head of navigation. The allotment of the available water to the respective states was approximately two-fifths of the total each to New South Wales and Victoria, and one-fifth to South Australia.

The total area of land irrigable from the River Murray and its tributaries is estimated to be approximately 1,500,000 acres, and, an investigation is in progress to determine how the irrigable lands of New South Wales may be used most profitably.

The agreement was brought into operation on 31st January, 1917, and it was provided that the works were to be completed within twelve years of that date. Though minor operations on locks and weirs had been carried out in South Australia, construction of the main reservoir was not begun until the 28th November, 1919. It was stated in the report of the River Murray Commission (1920-21) that the work cannot be completed within the prescribed time.

The works at Lake Victoria storage have been sufficiently advanced to hold 200,000 acre-feet of water. It was decided in 1924 that one lock should be constructed by the Victorian and the New South Wales authorities at a point below the confluence of the Murray and Darling Rivers.

The following statement shows particulars of the expenditure on each of the principal works in hand or completed at 30th June, 1924:—

Constructing Authority.	Work.	Expenditure to 30th June, 1924.	Remarks.
		£	
New South Wales and Victoria.	Hume Reservoir...	1,003,686	
	Torrumbarry Lock ...	287,223*	Practically completed.
	No. 11 Lock (Mildura) ...	33,491	Commenced 20 Aug., 1923.
	No. 10 Lock (Wentworth)	11,363	
	Lake Victoria Storage ...	347,335	Approaching completion.
South Australia ...	No. 9 Lock ...	187,706	
	No. 5 Lock ...	74,949	
	No. 3 Lock ...	224,347	Practically completed.
	No. 2 Lock ...	5,604	
	No. 1 Lock ...	226,443	Completed.

* Subject to adjustment.

The total amount expended to 30th June, 1924, was £2,708,072, the amount for each constructing authority being New South Wales £568,170, Victoria £835,633, South Australia £1,304,282. The amount expended on the works during 1923-24 was £686,569.

Each of the State Governments contributed £138,130 during the year, and the Commonwealth Government contributed £235,609. The total amount of contributions paid by the Government of New South Wales to 30th June, 1924, was £657,850.

The proposed expenditure for 1924-25 was £985,000, of which each Government is asked to contribute £246,250.

The outflow of the Murray River at Renmark in 1923-24 was 12,787,870 acre-feet, the average being 8,500,000 acre-feet per year. In 1923-24, 800,587 acre-feet of water were artificially diverted from the river and its tributaries in New South Wales; 951,610 in Victoria, and 70,577 in South Australia.

Coomeealla Irrigation Area.

On 20th September, 1922, the Murray Lands Advisory Committee recommended that an irrigation district of approximately 20,000 acres (including 1,200 acres of the adjacent irrigation area at Curlwaa, near Wentworth) should be established and subdivided into farms of from 15 to 20 acres. It was decided to proceed with the work in stages, and instructions to proceed with the first section of 3,000 acres were issued in July, 1923.

Water for irrigation will be pumped from the Murray River by means of a steam-driven pumping plant with a capacity of 38 cubic feet per second through a steel rising main 5 feet 6 inches in diameter. This main will be of sufficient capacity to supply the whole area of about 8,000 acres which can be supplied by the lower lift which is at present 81 feet. When the lock and weir at Mildura is completed the lift will be reduced to 74 feet.

The net expenditure on the work during 1923-24 was £43,987.

Lachlan River.

Investigations into the irrigation possibilities in connection with this river have been conducted for a number of years. In 1922 a full report was prepared by the Water Conservation and Irrigation Commission, and the project has been referred to the Public Works Committee for inquiry.

Two separate proposals are under consideration—the Wyangala Dam (situated 14 miles west of Cowra), to provide a storage of 273,694 acre-feet of water at an estimated cost of £1,312,000, including resumptions, and a proposal to increase the present storage at Lake Cudgellico from

28,640 acre-feet to 46,689 acre-feet at an estimated cost of £69,000, including land resumptions. The storage at the Wyangala Dam would be equal to 35 per cent. of that of Burrinjuck.

The absence of snow in the catchment area would leave the scheme entirely dependent upon intermittent rainfall, but under the Wyangala scheme the flow of the river could be made more regular.

Macquarie and Namoi Rivers.

A suitable site for a dam on the Macquarie River has been located at Burrendong, a short distance below the junction with the Cudgegong River, and the storage possibilities have been investigated. The capacity of the dam would be 407,000 acre-feet with water stored to a maximum depth of 120 feet; but if this were increased to 150 feet the storage would be 797,000 acre-feet.

Investigations are being made in respect of the Namoi and Peel Rivers. Sites at Blue Hole, above Manilla, and Keepit, near the junction of the Peel River, are being considered in connection with the Namoi River, and at Bowling Alley Point in connection with the Peel River.

Warragamba Scheme.

A proposal has been made to irrigate lands in the vicinity of Penrith from the Warragamba Dam, which is intended primarily to supplement the water supply of Sydney. This proposal is under the consideration of a special board of experts.

WATERWORKS.

Provision is made by the Water Act, 1912, as amended in 1924, that all waterworks constructed by private individuals in connection with natural sources of water must be approved and licensed by the State. During the year ended 30th June, 1924, 195 applications were received for new licenses, and 184 for the renewal of existing licenses. Of these 176 new licenses were granted and 140 were renewed, so that at 30th June, 1924, there were in force 1,846 licenses for pumps, dams, and other works, small fees being charged in each case.

Water Trusts and Bore Trusts.

Part III of the Water Act, 1912, empowers the State to construct works to provide supplies of water for irrigation, stock, or domestic purposes, and for drainage. The capital cost of such works are repaid by beneficiaries, with interest in instalments spread over a period of years. The works are administered by trustees appointed from among the beneficiaries under the Act, except in the case of trusts in the Western Division, when the Western Land Board is appointed as trustee.

For the supply of water under these conditions works have been carried out by the State, and local trusts have been constituted in connection with (a) 12 artesian wells, embracing an area of 324,947 acres, with 108 miles of drains; 71 artesian bores, embracing 4,391,085 acres, with 2,830 miles of drains, and 4 bores whose works are not yet completed; (b) 12 schemes for the improvement of natural off-takes of effluent channels, for the purpose of diverting supplies from the main rivers, the trust districts embracing 1,903,775 acres, and 4 similar schemes relating to 1,276,480 acres, whose works are incomplete.

The area included within these trusts is 7,896,267 acres.

The bores, which are controlled by trusts, are constructed by the Government, to whom the cost is repaid by the residents in instalments extending

over twenty-eight years. The rates levied by the trusts in their districts range from 1-06d. to 4-0d. per acre, and generally are between 1½d. to 2d. per acre.

Artesian Bores.

That portion of the great Australian artesian basin which extends into New South Wales covers approximately 70,000 square miles, and is situated in the northern and north-western hinterland of the State.

The first artesian bore was sunk in 1879 on the Kallara pastoral holding, between Bourke and Wilcannia, and the first Government bore was completed in 1884 at Goonery, on the Bourke-Wanaaring road.

The following statement shows the extent of the work which has been successfully effected by the Government, and by private owners, up to the 30th June, 1924:—

Bores.	Flowing.	Pumping.	Total.	Total Depth.
				feet.
For Public Watering-places, Artesian Wells, etc.	133	36	169	349,247
For Country Towns Water Supply	3	1	4	6,533
For Improvement Leases	22	5	27	39,593
Total, Government Bores ..	158	42	200	395,373
Private Bores... ..	223	87	310	458,909

The average depth of Government bores is 1,976 feet, and of private bores 1,480 feet, and they range from 89 to 4,338 feet.

The deepest wells in New South Wales are in the county of Stapylton, one at Boronga having a depth of 4,338 feet and an outflow at present of 874,662 gallons; another at Dolgelly has a depth of 4,086 feet, and a discharge of 505,980 gallons per day. The largest outflow at the present time is at the Wirrah bore, in the county of Benarba, which yields, 992,943 gallons a day, and has a depth of 3,578 feet.

Of the 558 bores which have been sunk, 381 are flowing, and give an aggregate discharge of 81,031,686 gallons per day; 129 bores give a pumping supply, the balance of 48 being failures. The total depth bored is 915,224 feet.

The flow from 79 bores is utilised for supplying water for stock on holdings served in connection with bore-water trusts and artesian districts under the Water Act of 1912. The total flow from these bores amounts to 32,446,377 gallons per day, watering an area of 4,555,549 acres by means of 2,819 miles of distributing channels. The average rating by the bore trusts to repay the capital cost with 4 per cent. interest, in twenty-eight years, is 1½d. per acre, including the cost of maintenance and administration.

In the majority of cases the remaining bores are used by pastoralists for stock-watering purposes only, but in a few instances the supply is utilised in connection with country towns.

The watering of the north-western country by means of bore-water has largely increased the carrying capacity of the land; and, what is perhaps of greater importance, it has made practicable some pastoral settlement on small holdings in areas previously utilised by companies holding extensive areas.

It has been determined that the multiplicity of bores is the chief factor governing the annual decrease in bore-flows, also that the limitation of the

discharge of water from a bore will prolong its existence as an efficient flow; action has been taken, therefore, to prevent any waste by the control of the bore-flow, and by its adjustment to actual needs. It is anticipated that this action will materially reduce the rate of decrease in the future.

Private Artesian Bores.

Much has been done in the way of artesian boring by private enterprise. So far as can be ascertained, 534 private bores have been undertaken in New South Wales, of which 24 were failures. The yield of the flowing bores is estimated at 37 million gallons per day. No data are available regarding the pumping bores.

Shallow Boring.

Arrangements were made by the Government in 1912 to assist settlers by sinking shallow bores, and the scheme, which was described fully in the 1916 issue of this Year Book, has met with considerable success. Operations were commenced with one plant only, but the number has been increased gradually and 31 are now at work. During the year 1923-24 no less than 267 new applications were received for use of the plant of the Commission, and 193 bores were completed during the year.

Up to the 30th June, 1924, 1,393 bores had been sunk, but 259 proved failures, the total cost being £252,687. The total depth bored was 383,384 feet, the greatest depth of any bore being 1,000 feet. During the year £51,847 was expended on shallow boring operations, and £26,806 was repaid by settlers to the Government. The operations of the year resulted in a small trading profit after allowing concessions to settlers.

In addition to the work conducted under the shallow boring regulations, 22 bores have been sunk in the Pilliga Scrub and on Crown lands for the Lands Department and Forestry Commission. The fact that 52 of the bores put down in the Pilliga Scrub are giving a flowing supply is of special interest, as it indicates the possibility of tapping a small and hitherto unknown artesian basin.

Growth of Artesian Boring.

The rapid development which has occurred in utilising the underground water resources of the State in the past ten years is evident from the fact that the number of successful bores of all kinds increased from 458 in 1911 to 1,644 at 30th June, 1924.

MINING INDUSTRY.

NEW SOUTH WALES contains extensive mineral deposits of great value and variety. Coal was discovered as early as 1796, though under the industrial conditions prevailing at that time its importance was not fully realised. World-wide interest, however, was excited by the announcement in 1851 that gold had been discovered in New South Wales. It attracted a rapid flow of immigration to the country and promoted the development of its resources. In later years copper, tin, and silver-lead deposits were opened up. Coal and silver-lead have proved to be the richest sources of mineral production.

With the exhaustion of the known alluvial deposits, where valuable minerals were recoverable without the expenditure of much capital, the organisation of the mining industry has become to a great extent the province of companies and syndicates with the necessary financial resources to instal machinery and to conduct operations on a large scale.

Supervision of Mining, etc.

The general supervision of the mining industry in the State and the administration of the enactments relating to mining are functions of the Department of Mines under the control of a responsible Minister of the Crown. In the mining districts Wardens' Courts, each under the sole jurisdiction of a Warden, determine suits relating to the right of occupation of land for mining and other matters in regard to mining operations.

LAND OCCUPIED FOR MINING.

The occupation of land for the purpose of mining is subject to the Mining Act of 1906 and its amendments. Any person may obtain a miner's right which entitles the holder, under prescribed conditions, to occupy Crown land for mining purposes and to mine therein, and to occupy as a residence area land not exceeding a quarter of an acre within the boundaries of a town or village, or 2 acres elsewhere. A holder of a miner's right may apply also for an authority to prospect on Crown lands, and, in the event of the discovery of any mineral, he may be required to apply for a lease of the land or to continue prospecting operations. Another form of occupation of Crown land in connection with mining is under the right conferred by a business license which entitles the holder to occupy a limited area within a gold or mineral field for the purpose of carrying on any business except mining.

A business license confers the right to only one holding at a time. Holders of miners' rights may take possession of more than one tenement, but are required to hold an additional miner's right in respect of each tenement after the first of the same class. The term of a miner's right or business license is not less than six months and not more than twenty years. It may be renewed upon application, and is transferable by endorsement and registration. The fee for a miner's right is at the rate of 5s. per annum, and for a business license £1 per annum. The number of miners' rights issued during 1924 was 10,524, and of business licenses 387. These figures show a marked decline in comparison with those for the year 1913 when 17,766 miners' rights and 1,039 business licenses were issued.

Crown lands may be granted as mining leases, which authorise mining on the land, and as leases for mining purposes which authorise the use of the land for conserving water, constructing drains, etc., and railways, erecting

buildings and machinery and dwellings for miners, generating electricity, dumping residues, and for other works in connection with mining, but do not allow mining or the removal of minerals from the land. Except in the case of special leases, which may be granted in certain cases, the maximum area of a mining lease varies according to the mineral sought, viz., opal, $\frac{1}{2}$ acre; gold, 25 acres; coal, shale, mineral oils, petroleum, or natural gas, 640 acres; other minerals, 80 acres.

Private lands are open to mining subject to the payment of rent and compensation and to other conditions as prescribed. The mining wardens may grant to the holders of miners' rights authority to enter private lands, but, except with the consent of the owner, the authority does not extend to land on which certain improvements have been effected, *e.g.*, cultivation, or the erection of substantial buildings. An authority may be granted for a period up to two years, and during its currency the holder may apply for a mining lease of the land. Leases of private lands for mining purposes may be granted also. The maximum areas of private lands that may be leased are:—Opal, 150 ft. square; coal and shale, 640 acres; and other minerals, 80 acres. The owners of private lands, with the concurrence of the Minister for Mines, may lease areas under agreement to holders of miners' rights.

Dredging leases may be granted in respect of Crown and private lands, including the beds of rivers, lakes, etc., and land under tidal waters.

The area under mining occupation in New South Wales at 31st December, 1924, was approximately 603,321 acres, made up as follows:—

Nature of Holding.	Crown Lands.	Private Lands.	Total.
	acres.	acres.	acres.
Leases—			
Mining	240,205	52,177	292,382
Mining Purposes	6,515	791	7,306
Dredging	711*	...	711
Agreements ... ..	...	81,626	81,626
Authority to Enter ... ..	...	55,564	55,564
Authority to Prospect	2,461	...	2,461
Miners' Rights and Business Licenses	6,863	...	6,863
Applications for Leases—			
Mining	37,483	80,174	117,657
Mining Purposes	1,292	1,209	2,501
Applications for Authority to Prospect	35,085	...	35,085
Other Mining Titles	1,165*	...	1,165
Total	331,780	271,541	603,321

* Includes Private Lands.

The annual rent for mining leases of Crown lands is 2s. per acre, and of private lands 20s. per acre in respect of the surface actually occupied. The rents for dredging leases are 2s. 6d. per acre in respect of Crown lands, and as assessed by the Warden in open court in respect of private lands.

Royalties are payable to the Crown in respect of the minerals won, except in certain cases where they have been obtained from private lands held without reservation of minerals to the Crown. The royalty on coal and shale is charged at the rate of 6d. per ton, and on other minerals at the rate of 1 per cent. of the value.

In regard to mining on private lands held without reservation of minerals to the Crown, royalty is collected by the Department of Mines on behalf of the owner at the rate of 6d. per ton of coal and shale, and $1\frac{1}{8}$ per cent. of the gross value of other minerals, except gold. The Department retains one-sixth and one-ninth respectively of these amounts, and pays the balance to the owner of the minerals.

Royalty may be remitted under certain conditions as prescribed by the Mining Acts, *e.g.*, if the gross annual output of minerals, other than coal and shale, won from Crown land under mining lease does not exceed £500. In many cases rents may be deducted from the royalties.

The amount of royalty received during the year 1924 was £158,546, of which £446 was in respect of land held under permits, and the balance from land under lease.

ENCOURAGEMENT OF PROSPECTING.

The State Legislature votes a certain sum each year to encourage prospecting for minerals and to assist miners to open up new fields. The vote is administered by the Prospecting Board, which consists of the Under-Secretary for Mines as Chairman, the Government Geologist, the Chief Inspector of Mines, an inspector, the Chief Mining Surveyor, and a geological surveyor. Miners desiring a grant must satisfy the Board that the locality to be prospected is likely to yield the mineral sought, and that the mode of operation is suitable for its discovery.

The amount advanced must be refunded in the event of the discovery of payable mineral by means of the aid.

The following statement shows a summary of the amounts allotted to prospectors for the various minerals. The figures are for calendar years from 1887 to 1895, and thereafter for the years ended 30th June :—

Period.	Amounts allotted to Prospectors for—						
	Gold.	Silver and Lead.	Copper.	Tin.	Coal.	Other Minerals.	Total.
	£	£	£	£	£	£	£
1887-1889	26,332	886	138	34	338	283	28,011
1890-1894	111,878	7,254	1,367	1,261	3,752	3,283	128,795
1895-1900	107,581	4,886	7,762	3,389	...	4,021	127,639
1901-1905	80,636	5,108	10,136	7,828	40	1,430	105,178
1906-1910	38,822	7,986	20,765	3,146	310	871	71,900
1911-1915	50,209	7,557	8,939	5,870	...	4,837	77,412
1916-1920	32,976	4,325	10,057	3,978	90	5,829	57,255
1921	7,375	889	1,330	901	863	1,286	12,644
1922	9,052	1,537	1,250	1,663	850	659	15,011
1923	7,013	1,727	410	1,559	...	341	11,050
1924	11,523	1,959	316	2,161	...	1,044	17,003
Total ...	483,397	44,114	62,470	31,790	6,243	23,884	651,898

In each year some of the prospectors fail to complete the works for which aid has been granted, and the amounts allotted are not paid in full. The total amount expended to the end of 1924 in encouraging prospecting was £552,722.

The Commonwealth Government has offered a reward of £50,000 for the discovery of petroleum oil in Australia. The Government of New South Wales has offered a reward of £1,000 for the discovery of a new mineral field, and has promised a bonus of £10,000 for the production of 100,000 gallons of petroleum in the State.

LABOUR AND MACHINERY.

Mining leases and permits contain conditions as to the minimum number of men to be employed. The usual labour conditions in respect of mining leases of Crown lands and of leases or agreements to mine on private lands are as follows:—For coal, shale, mineral oils, petroleum, or natural gas, for the first twelve months of term granted, 2 men to 320 acres, thereafter 4 men; for gold, 1 man to 5 acres during the first year, and thereafter 1 man to 2 acres; for other minerals, 1 man to 20 acres during the first year, thereafter 1 man to 10 acres. For dredging leases the prescribed labour is in the proportion of 7 men to 100 acres. The labour conditions may be suspended in cases where low prices for the products or other adverse circumstances affect the working of a mine.

The extent to which the mining industry has provided employment is indicated in the following statement of the approximate number of men employed in the last five years:—

Year.	Coal and Shale Mines.	Other Mines.						Total number of men employed.
		Gold.	Silver, Lead, and Zinc.	Copper.	Tin.	Other.	Total.	
1920	19,395	1,712	1,541	583	1,822	2,220	7,878	27,273
1921	20,973	952	2,035	68	1,169	865	5,089	26,062
1922	21,704	715	1,732	52	751	866	4,116	25,820
1923	23,054	585	2,405	40	702	1,339	5,071	28,125
1924	23,212	713	2,462	56	837	1,498	5,566	28,778

The number of coal and shale miners has increased in each year of the period. There was a marked decline in the number of gold, copper, and tin miners between 1920 and 1923. The decreases may not have been so great as indicated, because it is probable that the figures for the year 1920 are overstated, the gross number of miners being included in some cases instead of the average number employed. The figures for later years represent the sum of the average number employed at each mine in operation. During 1924 there was a substantial increase in the number of persons employed in each class of mining as compared with the number in the previous year.

The number employed in each of the last four years, as stated above, includes "fossickers," viz.: 450 in 1921, 560 in 1922, 358 in 1923, and 725 in 1924. Their output was small and it is probable that they were not wholly engaged in mining.

The value of the machinery used in connection with mining in each of the last two years is shown below:—

Machinery.	1923.				1924.			
	Coal and Shale Mines.	Metalliferous Mines.	Other Mines.	Total.	Coal and Shale Mines.	Metalliferous Mines.	Other Mines.	Total.
	£000	£000	£000	£000	£000	£000	£000	£000
Winning, Weighing, Ventilating, etc. ...	4,075	1,015	75	5,165	4,285	912	78	5,275
Hauling to Wharf or Railway. ...	2,682	104	65	2,851	2,753	104	13	2,870
Other ...	448	259	50	757	446	156	81	683
Total ...	7,205	1,378	190	8,773	7,484	1,172	172	8,828

The value of the machinery employed in mining operations during 1924 represented 60 per cent. of the total value; 33 per cent. was used for transporting the minerals from the surface of the mine to a wharf or railway station. In some cases mine owners have constructed railway lines for the purpose of connecting the mines with the State railway system or with wharves, particulars being shown on page 243 of this Year Book. Machinery is used extensively in the coal mines, where 2,300,800 tons, or 20 per cent. of the total output, were cut by machines during 1924. Of 322 machines in use, 148 were operated by electricity, and 174 by compressed air.

PRICES OF METALS.

The prices of the principal metals are regulated by the world's production in relation to the world's demands, as the local demand is small. The quotations in the following table for silver, lead, copper, and tin are the average spot prices on the London Exchange.

Year.	Silver.	Lead.	Zinc.	Copper.	Tin.
	per oz.	per ton.	per ton.	per ton.	per ton.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1915	1 11 7	22 17 8	66 13 8	72 12 5	164 4 0
1916	2 7 3	30 19 6	68 8 11	116 1 3	182 3 5
1917	3 4 9	30 0 0	52 3 6	125 2 5	237 13 1
1918	3 11 6	30 2 8	52 3 11	115 11 6	329 11 3
1919	4 9 1	28 3 11	42 5 3	190 19 4	257 9 8
1920	5 1 6	38 4 7	45 4 6	97 12 5	296 1 7
1921	3 0 9	22 14 4	26 4 1	69 8 7	165 6 7
1922	2 10 4	23 15 9	29 15 0	62 3 6	159 10 9
1923	2 7 4	26 16 4	32 18 6	65 18 1	202 5 1
1924	2 9 9	33 13 11	33 12 0	63 4 2	248 17 8

The prices of metals rose to an abnormal height during the war period, then declined rapidly as the overseas demand decreased.

PRICES OF COAL.

Prices of coal depend to a greater extent upon local factors. The price varies considerably in the three districts in which coal is mined, the northern coal being the dearest and the western the cheapest. The following statement shows the average value per ton at the pits' mouths in the various districts during the last ten years:—

District.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.	1924.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Northern ...	7 7	9 1	11 5	11 8	13 6	15 3	17 7	17 6	17 7	17 8
Southern ...	6 11	7 2	10 0	9 10	11 10	13 4	16 6	16 3	16 1	16 2
Western ...	5 6	5 7	8 0	8 8	9 4	11 8	12 10	12 8	11 5	11 2
All Districts ...	7 3	8 2	10 8	10 11	12 7	14 5	16 10	16 9	16 5	16 6

The large increases in the prices of coal since 1916 have been due mainly to decisions of tribunals appointed by the Commonwealth Government to regulate wages and prices in the industry.

MINERAL PRODUCTION.

The statistics relating to the production of the mining industry as published in this chapter are obtained from two sources: (1) the records of the Department of Mines, which, until the year 1921, were the only data

available; and (2) returns for the years 1921 to 1924 collected from owners by the Government Statistician under the authority of the Census Act, 1901. The latter returns relate to the minerals actually mined during the year specified, whereas the records of the Department of Mines relate to the minerals won during the year, and in many instances include the value of metals won from minerals brought to grass in past years.

It is extremely difficult to ascertain with a reasonable degree of accuracy the value of the annual output of metalliferous mines—that is, the value at the mines and before treatment of the minerals actually raised in each year. This value cannot be determined with exactitude until the minerals have been subjected to the final processes for the extraction of the metallic contents, and such operations extend over a long period, and in many cases are conducted in localities outside the State.

The value of the production of metalliferous mines, as stated by the Department of Mines, includes in many instances the value added by reason of ore-dressing operations, and it was recognised that the use of the Department's figures for years prior to 1921 involved duplication in regard to the mining and manufacturing industries. An endeavour was made to obviate this difficulty, when the mine owners were asked to supply special returns to the Government Statistician, showing therein information relating to mining operations only, and excluding all particulars regarding the treatment of ores. It is found, however, that it is almost impossible to give separate details regarding the actual operations of mining, especially where the same company undertakes both mining and ore-dressing, and it is under such conditions that the most important branch of metalliferous mining in New South Wales—viz., silver, lead, and zinc—is usually conducted. In view of these difficulties the value of the production of metalliferous mines can be calculated only approximately, and attention is specially directed to the fact that the values as stated in this Year Book are to be regarded as estimates. In respect of coal-mining, the most important item of mineral production, there is little difficulty in ascertaining the value of the output, as the mineral need not be treated before use.

Mining Operations.

The following statement is a summary of the particulars furnished by mine owners in returns under the Census Act regarding the mines in operation and the minerals mined during the years 1923 and 1924:—

Particulars.	1923.				1924.			
	Coal and Shale.	Metalliferous.	Other.	All Mines.	Coal and Shale.	Metalliferous.	Other.	All Mines.
Mines worked	146	253	77	476	149	255	78	482
Average time worked—days ..	201	243	280	209	219	274	271	228
Persons employed—								
Working Proprietors					55	197	42	294
Prospectors	*	*	*	*		74	1	75
Other—Above ground	6,227	1,708	828	8,773	6,151	1,906	871	8,928
Below ground	16,827	2,450	66	19,352	17,006	2,391	84	19,481
Total	23,054	4,167	904	28,125	23,212	4,568	998	28,778
	£090	£060	£000	£000	£000	£000	£000	£000
Salaries and wages paid	5,540	845	148	6,533	6,332	1,023	157	7,512
Value of land, buildings, etc. ..	3,732	234	31	4,047	3,722	198	44	3,964
Machinery	7,205	1,378	190	8,773	7,484	1,171	173	8,828
Tools replaced	175	32	7	214	184	24	6	214
Materials used	808	327	20	1,155	802	305	26	1,223
Fuel consumed	290	203	9	502	391	257	12	660
Output	8,351	1,862	206	10,419	9,386	2,251	208	11,845

* Included with other persons employed.

The statement shows that in 1924 there was a general improvement in all classes of mining, and the output increased by £1,426,000 as compared with that of the previous year.

The figures regarding employment include fossickers. In 1923 the value of minerals won by 358 fossickers was £26,897; and in 1924 the number increased to 725, and their output to £39,191.

The value of the tools replaced includes the value of tools used by the mine employees in mining and the value of materials used in constructing or repairing the plant or machinery of the mines.

A statement showing the relation between the value of the output in each year and the various factors which comprise the value is not made, as it is difficult to make the dissection in regard to metalliferous mining.

Minerals Won—Value and Quantity.

Satisfactory statistics in regard to the production of the various minerals cannot be obtained. The values of the ores are estimated after assay, but many of the metals are associated in the same mineral matter, so that it is extremely difficult to make a reliable estimate of their quantity and value, especially in cases where the ores are exported before final treatment.

The figures shown in the following tables are based on those published in the annual reports of the Department of Mines, and the particulars regarding the output of iron made from scrap, Portland cement, lime, and coke have been deducted from the values shown in the reports, as they are included in the production of the manufacturing industry. The figures include, in many cases, the value of the ores after treatment at the mines.

The average annual value of the minerals won in each quinquennial period since 1856 is shown below :—

Period.	Average Annual Value of Production.	Period.	Average Annual Value of Production.
	£		£
1856-1860	1,213,824	1901-1905	5,873,176
1861-1865	1,996,079	1906-1910	8,330,883
1866-1870	1,400,291	1911-1915	10,169,752
1871-1875	2,153,646	1916-1920	10,823,478
1876-1880	1,836,803	1921	12,066,370
1881-1885	2,476,368	1922	12,958,008
1886-1890	3,728,080	1923	14,232,019
1891-1895	5,240,666	1924	16,397,580
1896-1900	5,168,273		

The value of the minerals won during 1924 was 60 per cent. higher than the average of the period 1911-1915, but the increase was due to higher prices rather than to larger output, except in the case of coal, of which the quantity has risen as well as the price.

The estimated value of the minerals won from the commencement of mining operations to the end of the year 1924 is shown below :—

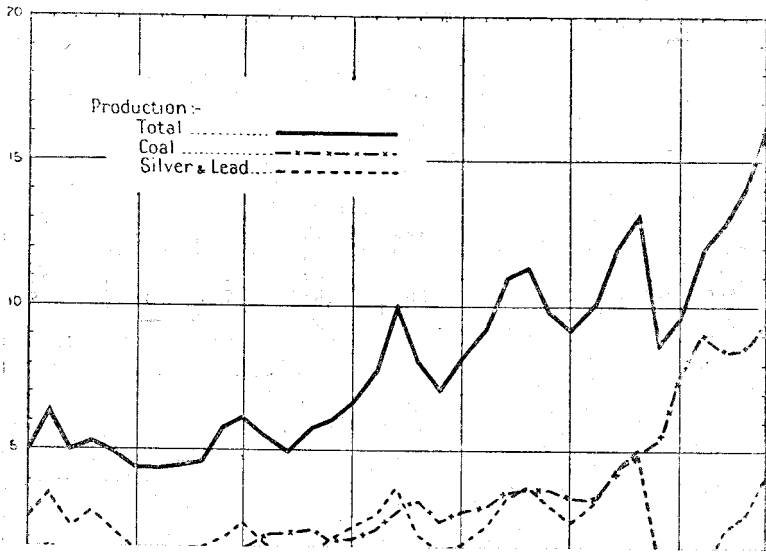
Mineral.	Estimated Value of Minerals Won.						
	To the end of 1910.	1911 to 1920.	1921.	1922.	1923.	1924.	To the end of 1924.
Metals—	£000	£000	£000	£000	£000	£000	£000
Gold	57,991	4,865	217	107	80	79	63,340
Silver and lead	53,824	34,210	1,327	2,574	2,957	4,310	99,202
Copper	10,615	4,642	41	36	82	72	15,488
Zinc	4,358	9,057	284	1,158	1,411	1,297	17,565
Tin	8,682	3,660	164	154	181	259	13,101
Iron (Pig)	422	2,869	639	249	708	519	5,405
Non-Metals—							
Coal	62,261	43,607	9,078	8,508	8,608	9,590	141,651
Shale	2,251	298	77	61	3	1	2,691
Opal	1,238	260	13	15	3	10	1,540
Limestone flux	679	207	42	21	49	43	1,041
Other	1,234	1,282	184	75	150	218	3,142
Total	203,555	104,957	12,066	12,958	14,232	16,398	364,166

At the end of the year 1900 the value of the gold won exceeded that of any other mineral, but with the subsequent decline in gold mining and the development of the coal and silver-lead fields, coal advanced rapidly to the head of the list, and the value of the silver and lead surpassed the output of gold. At the end of 1924 the value of the coal production represented 39 per cent. of the total value, silver and lead 27 per cent., and gold 17 per cent.

The following statement shows the quantity of the various minerals won in the years 1922-24 in comparison with the average annual output in the pre-war years 1909-13, also the total yield to the end of 1924 :—

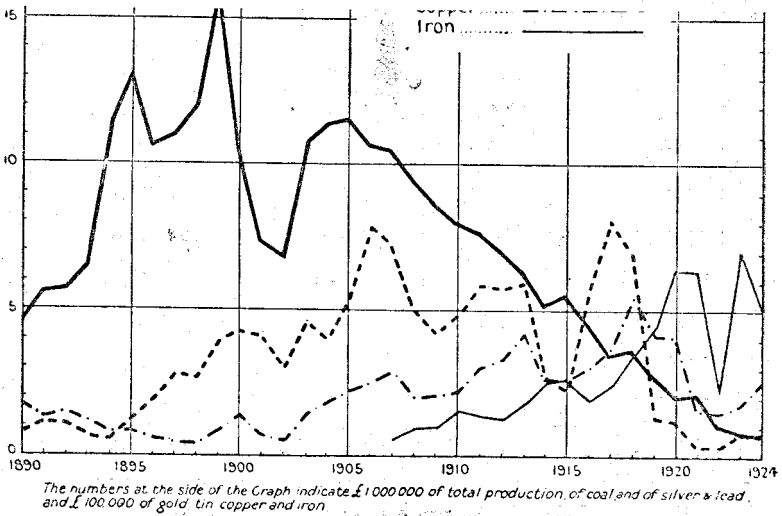
Minerals.	Annual Output.				Total Output to end of 1924.
	Average, 1909-13.	1922.	1923.	1924.	
Gold oz. fine	177,928	25,222	18,833	18,685	14,911,457
Silver "	1,968,696	749,904	107,682	93,484	45,395,005
Silver-lead ore, etc. ... tons	332,408	199,585	241,761	240,957	10,055,528
Lead—Pig, etc. ... "	18,950	8,113	...	...	326,621
Zinc-spelter and concentrates. ... "	477,218	363,681	426,049	353,650	5,653,306
Copper "	10,490	625	1,261	1,129	264,635
Tin ingots and ore ... "	2,167	1,144	896	1,041	128,645
Iron—Pig (from local ores) "	40,564	54,856	94,350	74,075	1,029,359
Iron oxide "	2,960	1,381	2,716	4,863	54,751
Ironstone flux "	1,659	980	...	...	132,655
Chrome iron ore "	135	529	1,192	773	37,206
Wolfram "	175	...	2	9	2,271
Scheelite "	110	...	...	...	1,690
Platinum oz.	459	80	586	646	17,250
Molybdenite tons	46	2	9	11	821
Antimony "	88	...	...	...	19,032
Manganese ore "	...	2,398	2,556	4,387	32,771
Coal "	8,836,994	10,183,133	10,478,513	11,618,216	299,753,781
Shale "	59,024	23,467	1,207	642	1,919,685
Alunite "	226	185	998	1,008	57,078
Limestone flux "	44,820	56,231	131,843	114,756	2,111,483
Diamonds carats	4,533	1,000	175	284	201,958

MINERAL PRODUCTION, 1890 to 1924



Erratum (p. 499).

In legend of graph interchange words "Tin" and "Copper" and read—
 "Copper ————" and "Tin ······".



With the exceptions of coal, pig-iron, chrome, manganese, platinum, alunite, iron oxide, and limestone flux, the output in 1924 of the minerals enumerated was below the average yield in the years 1909-13. The decline was due in many cases to decreased demand for industrial metals, for, with high costs of production, the margin over expenses was too low for the profitable exploitation of the mineral deposits.

GOLD.

Though gold had been found in New South Wales in earlier years, the history of gold-mining in the State dates from 1851, when its existence in payable quantities was proved by E. H. Hargraves, and the principal gold-fields were discovered. The deposits which have been mined include various types, *e.g.*, alluvial gold, auriferous reefs or lodes, impregnations in stratified deposits and igneous rocks, and irregular deposits, as in auriferous ironstone.

Many rich alluvial deposits in which gold was easily accessible were exploited during the twenty years 1851-1870; then it became necessary to introduce expensive methods of mining, and the production declined. During the period of general depression which followed the financial crisis of 1893 greater attention was paid to prospecting for minerals, and with the development of new processes the output of gold showed considerable improvement. During recent years, however, there has been a steady decline, and the yield in 1924 was the lowest recorded in any year since 1851.

The following table shows the quantity and value of the gold won to the end of 1924:—

Period.	Quantity.	Equivalent in oz. fine.	Value.
	oz. crude.	oz. fine.	£
1851-1860	3,280,963	2,714,531	11,530,583
1861-1870	3,542,912	3,219,628	13,676,102
1871-1880	2,253,259	2,019,116	8,576,655
1881-1890	1,173,885	1,013,846	4,306,541
1891-1900	2,867,337	2,432,387	10,332,120
1901-1910	2,669,670	2,252,851	9,569,492
1911-1920	1,333,796	1,145,185	4,864,440
1921	55,683	51,173	217,370
1922	27,581	25,222	107,139
1923	20,758	18,833	79,998
1924	20,384	18,685	79,370
Total ...	17,246,228	14,911,457	63,339,810

Towards the end of the nineteenth century a system of dredging was introduced for the purpose of recovering alluvial gold from the beds of the rivers which drain auriferous country, and in 1900 the quantity obtained by the dredges was 7,924 oz. of fine gold, valued at £33,660. During the following decade the quantity amounted to 298,416 oz. fine, valued at £1,267,593.

Subsequently the output of the dredges declined, the figures for the year 1924 being 8,902 oz. fine, valued at £37,815. Dredges are employed also for the recovery of stream tin; particulars are shown on page 504.

SILVER, LEAD, AND ZINC.

The production of lead and zinc in New South Wales is associated closely with the mining of silver, the Broken Hill silver-lead deposits being the main source of the output.

The Broken Hill field was discovered in 1883, and it has become one of the principal mining centres of the world. Up to the end of 1924 approximately 33,500,000 tons of ore had been raised, and it has been estimated that the reserves amount to over 10,000,000 tons. The lode, varying in width from 10 feet to 400 feet, may be traced for several miles. Mining leases held by companies and syndicates extend along its entire length, but operations are confined to an extent of $3\frac{1}{2}$ miles in the centre. Underneath an outcrop of manganiferous ironstone were found rich oxidised ores, consisting of carbonate of lead and kaolin with silver, and, below these ores, mixed sulphides of lead and zinc with a high silver content. As the depth increased the proportions of silver, lead, and zinc became smaller, and the gangue was found to consist of rhodonite which causes difficulty in the extraction of the metals.

For some years operations were directed towards the recovery of silver in the ores which contained the metal in payable quantities. The other metals were not recovered because the current price for lead was comparatively low and a method had not been devised by which the lead and zinc in the complex sulphide ores could be separated profitably. Consequently huge dumps of residue and low-grade ores accumulated at the mines until the development of new processes for the separation of the sulphides by means of flotation led to their treatment.

Lead and zinc concentrates have been produced in large quantities at Broken Hill. The former contain lead amounting to 60 or 65 per cent., silver 20 to 25 oz. per ton, zinc 7 to 8 per cent., and sulphur 15 per cent. The zinc concentrates contain zinc, about 45 per cent., lead 6 per cent., silver 10 oz. per ton, and sulphur 30 per cent. The lead concentrates are treated at Port Pirie in South Australia. The greater part of the zinc concentrates is exported to the United Kingdom and other European countries or to Japan, but increasing quantities are being treated in Australia at Risdon, Tasmania.

During 1924 the output of ore from the Broken Hill mines amounted to 1,050,674 tons, viz., 13,431 tons of oxidised and 1,037,243 tons of sulphide ore; the value of the output, including the yield from the treatment of zinc tailings, was £5,043,139.

Another silver field of importance, known as Yerranderie, is situated in the Burragorang Valley. The lodes are small, varying in width from mere threads to 8 feet, but they are exceptionally rich. The bulk of the silver is associated with galena, which contains up to 160 oz. per ton. Second-grade ores contain from 40 to 80 oz. per ton. The Yerranderie field is handicapped by the high cost of haulage along a steeply-graded road to the nearest railway, therefore only first-grade ore is despatched from the mines, the lower grades being stacked for concentration or future treatment.

Smaller silver fields are situated in various parts of the State.

It is difficult to assess the quantity and value of the various metals won from the silver-lead ores mined in New South Wales as the process of

extracting the metallic contents is conducted for the most part outside the boundaries of the State. The Department of Mines estimates the total value on the basis of the metal produced within the State and the value of the ore, concentrates, etc., not smelted within the State, as declared by the several companies at the date of export from the State. The following table is a summary of the Department's records of the quantity and value of the silver and lead produced in New South Wales from local ores, and the quantity and value of silver-lead and zinc concentrates produced in the State and despatched elsewhere for treatment:—

Period.	Silver.	Silver-sulphide, Silver-lead, Ore, etc.		Lead-Pig, in Matte, etc.	Zinc Concentrates.
		Ore Concentrates, etc.	Metal.		
Quantity.					
To 1885	oz. 1,730,297	tons. 7,073	tons. 191	tons. ...	tons. ...
1886-1890	2,481,253	165,756	94,002	648	307
1891-1895	3,009,187	663,754	231,847	739	663
1896-1900	2,352,092	1,771,983	86,005	13,293	137,931
1901-1905	4,154,020	1,877,515	108,353	17,550	183,782
1906-1910	8,310,962	1,709,173	42,578	71,435	1,460,138*
1911-1915	12,460,553	1,694,834	...	114,375	2,093,783
1916-1920	7,982,192	866,654	...	80,115	553,628
1921	1,963,379	53,507	...	20,353	79,694
1922	749,904	199,585	...	8,113	363,681
1923	107,682	241,761	...	...	426,049
1924	93,484	240,957	...	...	353,650
Total ...	45,395,005	9,492,552	562,976	326,621	5,653,306
Value.					
To 1885	£ 382,884	£ 237,810		£ ...	£ ...
1886-1890	464,081	6,478,515		8,298	3,366
1891-1895	445,873	12,615,432		7,413	7,677
1896-1900	269,663	9,592,856		258,874	146,023
1901-1905	445,051	8,910,586		255,366	440,402
1906-1910	892,414	11,561,794		996,646	3,761,223
1911-1915	1,302,510	14,302,570		1,899,601	6,861,489
1916-1920	1,426,886	12,920,076		2,358,625	2,195,599
1921	325,163	539,339		462,862	283,455
1922	112,077	2,267,319		194,712	1,157,458
1923	15,461	2,941,401		...	1,411,652
1924	12,612	4,297,748		...	1,296,571
Total ...	6,094,675	86,665,446		6,442,397	17,564,915

* Includes 2,758 tons of spelter.

The total value of the production, as shown above, amounted to £5,606,931 in 1924, as compared with £4,368,514 in the preceding year. The value was highest in 1918 when the market conditions were exceptionally favourable, but in the following year industrial troubles arose which caused a prolonged cessation of operations at Broken Hill, the mines being idle from May, 1919, until November, 1920, when there was a partial resumption. In the meantime prices had fallen considerably and for some time the operations were greatly restricted. In the last three years there has been a marked improvement.

As previously stated, the bulk of the ores produced in the silver-lead mines is exported for treatment to other parts of Australia or despatched in the form of concentrates to overseas countries, therefore the figures shown in the preceding table do not indicate fully the importance of the mines of New South Wales in respect of the production of the various metals. The Department of Mines has collected records from the various mining and smelting companies and ore-buyers with the object of ascertaining the actual value accruing to the Commonwealth from the silver-lead mines of this State. Thus particulars have been obtained regarding the quantity and value of the silver, lead, and zinc extracted within the Commonwealth, and the gross metallic contents of concentrates exported overseas have been estimated on the basis of average assays as follows. In the case of the lead and zinc contents, the quantities have been estimated only when payment was allowed for them.

Year.	Metal obtained within Commonwealth from ores raised in New South Wales.					Concentrates exported oversea.					Total Value of Production from Silver-lead Ores of New South Wales.
	Silver.	Lead.	Zinc.	Aggregate Value.	Quantity.	Contents by average assay.			Assessed Value.		
						Silver.	Lead.	Zinc.			
	oz. fine.	tons.	tons.	£	tons.	oz. fine.	tons.	tons.	£	£	
1920	196,111	1,749	10,565	515,728	46,425	479,221	3,025	21,742	274,061	789,789	
1921	3,624,413	47,426	1,425	1,723,864	47,127	617,477	6,539	19,272	261,238	1,985,102	
1922	6,648,825	97,867	23,724	4,113,427	287,074	3,264,102	19,328	132,186	1,272,074	5,385,501	
1923	7,233,236	124,570	41,153	5,707,739	356,139	4,834,718	40,906	149,319	1,813,287	7,521,026	
1924	6,292,978	120,380	43,579	6,472,812	261,404	2,963,693	21,513	114,374	1,292,220	7,765,032	

COPPER.

The ores of copper are distributed widely throughout New South Wales. The deposits of commercial value are situated for the most part in the central portion of the State, the most important fields being in the Cobar and Canbelego districts. Copper mining has been handicapped severely in many places by the high cost of transport to market, and, as the price fluctuates considerably, operations have been intermittent. Large quantities of low-grade ores are available, and when the market is favourable they may be treated profitably.

The quantity and value of the copper won in New South Wales since 1858, as estimated by the Department of Mines, is shown below :—

Period.	Ingots, Matte, and Regulus.		Ore.		Total Value.
	Quantity.	Value.	Quantity.	Value.	
	tons.	£	tons.	£	£
1858-1879	14,877	1,015,206	2,102	52,464	1,067,670
1880-1884	23,715	1,553,651	19	675	1,554,326
1885-1889	15,160	771,867	537	6,937	778,804
1890-1894	10,195	434,537	1,738	20,228	454,765
1895-1899	25,408	1,280,841	852	5,253	1,286,094
1900-1904	32,173	1,907,540	8,791	106,500	2,014,040
1905-1909	41,425	2,940,886	3,057	31,367	2,972,253
1910-1914	42,277	2,443,385	9,815	86,169	2,529,554
1915-1919	22,626	2,403,884	5,064	66,710	2,470,594
1920	1,290	127,978	...	...	127,978
1921	499	41,267	...	...	41,267
1922	575	35,583	50	650	36,233
1923	1,182	81,203	79	1,172	82,375
1924	1,129	71,658	...	...	71,658
Total ...	232,531	15,109,486	32,104	378,125	15,487,611

The marked decrease in the output of copper during the years 1920 and 1921 was not due to a decline in the productive capacity of the mines, but to a fall in price, which precluded profitable working under existing costs. The price has since increased somewhat, but the more important mines remain closed. A large proportion of the output in the last two years was obtained by the extraction of the copper contents of Broken Hill silver-lead ores, which yielded 624 tons, valued at £39,606 in 1924.

TIN.

Tin, unlike copper, is restricted in its geographical and petrological range, and is the rarest of the common metals in commerce. The lodes discovered in New South Wales are numerous, but they are on a small scale. The maximum depth attained is about 360 feet.

Tin ore occurs in the northern, southern, and western divisions. The areas in which workable quantities are known to exist are on the western fall of the New England Tableland, with Emmaville and Tingha as the chief centres, and at Ardlethan in the southern district. Alluvial deposits of stream tin are exploited by means of dredging in the northern rivers.

Tin has contributed in a very considerable degree to the total production of the mineral wealth of the State, although its aggregate yield, in point of value, is below that of coal, silver, gold, copper, and zinc.

The output and the value of production of tin since 1872 have been as follows:—

Period.	Ingots.		Ore.		Total Value.
	Quantity.	Value.	Quantity.	Value.	
	tons.	£	tons.	£	£
1872-1879	18,364	1,386,764	12,995	628,643	2,015,407
1880-1884	22,842	2,056,778	2,700	137,755	2,194,533
1885-1889	12,974	1,330,326	1,635	85,048	1,415,374
1890-1894	7,196	623,096	1,040	49,296	677,392
1895-1899	4,608	336,015	197	6,488	342,503
1900-1904	4,220	536,084	1,222	81,362	617,446
1905-1909	5,567	851,956	3,712	339,679	1,191,635
1910-1914	4,258	785,900	6,952	775,841	1,561,741
1915-1919	5,203	1,188,995	5,798	723,477	1,912,472
1920	*	*	2,486	413,794	413,794
1921	*	*	1,595	163,451	163,451
1922	734	114,076	410	40,622	154,698
1923	896	180,789	...	...	180,789
1924	1,041	259,485	...	...	259,485
Total ...	87,903	9,655,264	40,742	3,445,456	13,100,720

* Included under the heading, "Ore."

The output of ore in 1920 and 1921 includes ore from which were extracted 887 tons of metallic tin, valued at £257,514, and 816 tons, valued at £133,521, respectively.

In 1924, one bucket dredge and 41 pump dredges were employed in recovering tin in the northern districts. The quantity of tin obtained was 850 tons, valued at £142,472, as compared with 522 tons, valued at £72,552 in the previous year. The total yield by dredging since 1901 has been 24,815 tons, valued at £3,045,054.

IRON AND IRON ORES.

Iron ore of good quality occurs in many parts of New South Wales. The most extensive deposits are at Cadia, where 10,000,000 tons may be recovered economically; at Carcoar, where a large quantity has been produced; and at Goulburn and Queanbeyan, each containing about 1,000,000 tons; at Wingello there are about 3,000,000 tons of aluminous iron ores of low grade. It has been estimated that in the known deposits, excluding Wingello ores, there are 15,000,000 tons which may be recovered by quarrying, and that a much greater quantity may be obtained by more costly methods of mining.

Prior to 1907 iron ore was mined principally for use as flux in smelting other ores, although in 1884, at Mittagong, and in later years at Lithgow, the production of pig-iron from local ores had been attempted without permanent success. Following a reorganisation and remodelling of the Eskbank Iron-works, Lithgow, the production of iron ore has been on a more extensive scale since 1907, although only the Cadia, Carcoar, and smaller deposits have been mined.

The production of pig-iron from local ores since 1907, and the materials used therein, are shown in the following table. The output prior to that year was principally from scrap iron:—

Year.	Minerals Used.			Pig-iron.	
	Iron Ore.	Coke.	Limestone.	Production.	Value.
	tons.	tons.	tons.	tons.	£
1907-11	263,477	191,589	113,360	152,627	567,048
1912-16	486,929	385,014	172,532	283,264	1,035,302
1917-21	671,153	578,938	282,984	370,187	2,327,968
1922	110,972	75,876	30,397	54,856	248,909
1923	173,597	142,719	86,985	94,350	707,625
1924	139,590	100,952	58,672	74,075	518,525

Further details relating to the operations of ironworks are given in the section of this book relating to the manufacturing industries.

Ironstone Flux.

Iron ore is used as flux in smelting and iron works, and the estimated quantity of ironstone flux raised during the years 1899 to 1922 was 132,655 tons, and the value £108,791. The quantity produced during 1922 was 980 tons, and the value £1,274. There has been no production since that year, because smelting operations have been suspended at Cockle Creek, where the bulk of the output had been used.

Iron Oxide.

Iron oxide is obtained in the Port Macquarie, Moss Vale, and Goulburn districts for use in purifying gas or as a pigment. The output during 1924 was 4,863 tons, valued at £5,361, and the total output to the end of 1924 was 54,751 tons, valued at £67,643.

OTHER METALS.

Platinum.—Platinum occurs in several districts of New South Wales, but platinum mining is comparatively unimportant. The quantity produced to the end of 1924 amounted to 17,250 oz., valued at £91,655, of which 646 oz., valued at £12,422 were obtained during 1924.

Chromite.—Chromite, or chromic iron ore, is the only commercially important ore of chromium. It is found usually in association with serpentine. The principal deposits are in the Gundagai and Tumut districts, and there are smaller quantities in the northern portion of the State. The quantity produced to the end of 1924 was 37,206 tons, valued at £117,086; the yield recorded in 1924 was 773 tons, valued at £2,082.

Tungsten ores.—These ores occur in many localities in New South Wales generally in association with tinstone (cassiterite), bismuth, and molybdenite. The output of scheelite since 1903 amounted to 1,690 tons, valued at £192,375, and of wolfram to 2,271 tons, valued at £267,284. There has been no production of scheelite since 1920.

Antimony.—This mineral may be obtained in a number of districts, the principal field being at Hillgrove. Owing to fluctuations in the price of the metal mining is spasmodic. The total output of antimony to the end of the year 1921 was 19,032 tons, valued at £344,588, and no ore was raised in later years.

Manganese.—Manganese ores have been discovered in various places but generally in localities which lack facilities for transport. During the year 1924 the quantity obtained was 4,387 tons, valued at £13,281.

Bismuth.—Bismuth has been obtained chiefly in the neighbourhood of Glen Innes, and at Whipstick in the South Coast division. In other districts bismuth is associated with molybdenite and wolfram ores. The quantity of bismuth produced in 1924 was 15 tons, valued at £3,135, the quantity produced to the end of 1924 being 794 tons of ore, valued at £229,554.

Molybdenum.—The production of molybdenite, the principal ore of molybdenum, in New South Wales during 1924 amounted to 10½ tons, valued at £2,475. Since 1902 there have been produced 821 tons, valued at £210,111.

Mercury.—Cinnabar, the most important ore of mercury, occurs in numerous localities, but it has not been discovered in a sufficiently concentrated form to enable it to be wrought profitably. No production of quicksilver has been recorded since 1916.

COAL.

The coal-fields of New South Wales are the most important in Australia, both as regards extent and the quantity and quality of coal produced.

The main coal basin extends along the coast from Port Stephens on the north to Ulladulla on the south, with a seaboard of nearly 200 miles, which enhances the value of the deposits by facilitating shipment and the development of over-sea trade. From Ulladulla the basin trends inland to the west and north-west as far as Rylstone, whence the boundary line extends northward beyond Gunnedah, and then runs in a south-easterly direction to Port Stephens. The widest part of the area is between Dubbo and Newcastle—150 miles, and the basin is deepest in the neighbourhood of Sydney, where the uppermost seam is nearly 3,000 feet below the surface.

From Sydney the measures rise gradually in all directions, and emerge to the surface at Newcastle on the north, at Bulli in the Illawarra district to the south, and at Lithgow, in the Blue Mountain region, to the west.

The Upper or Newcastle coal measures show the greatest surface development. In the northern field they are known to contain twelve seams, six being worked; in the southern, seven distinct seams are known, and three have been worked; of the seven seams traced in the western field, only

three are of commercial value. After many unsuccessful boring operations, the uppermost seam of the Newcastle measures was located under Sydney Harbour in 1891, and it was worked for some years to a depth of nearly 3,000 feet. Then the mine was closed and it remained idle for nearly nine years until work was commenced again in September, 1923.

The coal obtained at Newcastle is suitable for gas making and for household use. The coal from Bulli and Lithgow is essentially steam coal. The southern coal produces a strong coke, specially suitable for smelting purposes by reason of its capacity for sustaining the weight of the ore burden in a blast furnace, and it contains less ash than the western. The coal obtained at the Sydney Harbour Colliery is a good steam coal; and it can be loaded into oversea steamers from a wharf near the pit's mouth.

An isolated basin of upper coal measures was discovered recently at Coorabin in the Riverina district, 400 miles from Sydney.

In the western and southern fields the upper coal measures contain deposits of shale suitable for the manufacture of kerosene oil and for the production of gas. Deposits of kerosene shale, though much less extensive, occur in the upper and Greta measures of the northern coal-field.

The middle coal measures outcrop near East Maitland, but do not appear in the western field. Their occurrence in the southern field has not been proved definitely.

The lower or Greta measures outcrop over an irregular area in the neighbourhood of Maitland, and have been traced with intervening breaks as far north as Wingen. They occur as an isolated belt to the north of Inverell, and extend through Ashford, almost to the Queensland border. These measures have been located in the Clyde Valley, in the extreme southern portion of the Illawarra field, but do not occur in the western. The coal of the Greta measures is contained in two seams, and is the purest and generally the most useful obtained in the State, being of a good quality, hard, and economical as regards working. The Greta seams are worked extensively between West Maitland and Cessnock, in the most important coal-mining district in Australia, and at Muswellbrook.

In 1924 mining operations were conducted in 146 coal-mines and in 3 shale-mines.

The employment of boys under 14 years of age or of women and girls in or about a mine is prohibited, and restrictions are placed upon the employment of youths. In 1924 the number of boys under 16 years of age employed in coal and shale mines was 685, of whom 445 worked below ground, and 240 on the surface.

State Coal-mine.

The State Coal-mines Act, 1912, empowers the Government to purchase or resume coal-bearing lands or coal-mines and to open and work coal-mines upon Crown land or upon private land containing coal reserved to the Crown or acquired for the purpose of a State coal-mine. The coal obtained from a State mine is to be used only by the State Departments or undertakings.

A State coal-mine was opened at Lithgow, in the Western district, in September, 1916. The area of the land containing coal reserved for the Crown amounts to about 40,200 acres, and the available supply of coal has been estimated at 240,000,000 tons. The mine, which was closed in July, 1917, was taken over by the Railway Commissioners in the early part of 1921, and work is in progress for the development of the mine. The output from the mine in 1923-24 was 253,975 tons as compared with 185,749 tons in the previous year.

Production of Coal.

The following table shows the quantity and value of coal raised in New South Wales to the close of 1924, the total production being 299,753,781 tons, valued at £141,651,394 :—

Period.	Coal Raised.	Value at Pit's Mouth.	Average value per ton.
	tons.	£	s. d.
Prior to 1890	46,803,983	22,787,156	9 9
1890-4	17,830,177	6,811,568	7 8
1895-9	21,334,976	6,048,281	5 8
1900-4	29,792,589	10,369,050	7 0
1905-9	39,083,328	13,234,796	6 9
1910-4	47,555,714	17,344,973	7 4
1915-9	43,563,766	21,548,442	9 11
1920	10,715,999	7,723,355	14 5
1921	10,793,387	9,078,388	16 10
1922	10,183,133	8,507,946	16 9
1923	10,478,513	8,607,892	16 5
1924	11,618,216	9,589,547	16 6
Total ...	299,753,781	141,651,394	9 5

The bulk of production is obtained from the northern coal-fields. The output of each district during 1924 was :—Northern, 8,077,689 tons, valued at £7,123,611; Southern, 1,973,855 tons, £1,594,456; Western, 1,566,672 tons, £871,480.

A statement regarding the average value at the pit's mouth of the coal raised in each district is shown on page 495.

The following statement shows the quantity of New South Wales coal consumed in Australia, including bunker coal taken by interstate vessels, and the overseas exports, annually, since 1917 :—

Year.	Domestic Consumption	Sent to other Australian States.	Total quantity consumed in Australia.	Exported to Oversea Countries.	Total Production.
	tons.	tons.	tons.	tons.	tons.
1917	5,029,070	2,225,228	7,254,298	1,038,569	8,292,867
1918	5,641,500	2,697,033	8,338,533	724,643	9,063,176
1919	5,128,536	1,891,317	7,019,853	1,611,701	8,631,554
1920	5,729,208	2,270,556	7,999,764	2,716,235	10,715,999
1921	5,268,628	2,752,810	8,021,438	2,771,949	10,793,387
1922	4,943,736	2,841,253	7,784,989	2,398,144	10,183,133
1923	5,578,385	2,518,579	8,096,964	2,381,549	10,478,513
1924	6,204,272	3,096,881	9,301,153	2,317,063	11,618,216
Per cent. of Total.					
1917	60·7	26·8	87·5	12·5	100
1918	62·2	29·8	92·0	8·0	100
1919	59·4	21·9	81·3	18·7	100
1920	53·5	21·2	74·7	25·3	100
1921	48·8	25·5	74·3	25·7	100
1922	48·5	27·9	76·4	23·6	100
1923	53·2	24·1	77·3	22·7	100
1924	53·4	26·7	80·1	19·9	100

The domestic consumption of coal decreased during 1921 and 1922 as a result of restricted operations in many important manufacturing industries, *e.g.*, iron and steel works. On the other hand the export trade was brisk as the result of industrial strife in Great Britain and in the United States in successive years.

In 1923 and 1924 domestic consumption increased absolutely and relatively. In the interstate trade a decline in 1923 was followed by an increase. The quantity sent abroad has decreased slowly during the last three years.

Full particulars are not available to show the purposes for which the coal consumed locally was used. The information which is available indicates that 486,570 tons of coal were used as fuel in mines during 1924, and during the twelve months ended June, 1924, the quantity used for locomotive purposes in respect of railways and tramways was 1,150,256 tons, in gasworks 597,320 tons, in cokemaking 876,581 tons, in electric light and power works 702,196 tons, and as fuel in other factories 1,236,348 tons.

OIL SHALE.

Oil-bearing mineral, which is a variety of torbanite or cannel coal, known locally as kerosene shale, has been found in many localities in New South Wales, the most important deposits being in the Capertee and Wolgan valleys.

The production of oil shale, from the opening of the mines in 1865 to the end of 1924, is shown in the following table :—

Period.	Quantity.	Total Value at Mines.	Average Price per ton at Mines.	Period.	Quantity.	Total Value at Mines.	Average Price per ton at Mines.
	tons.	£	£ s. d.		tons.	£	£ s. d.
1865-84	370,217	828,195	2 4 9	1915-19	122,408	144,871	1 3 8
1885-89	186,465	406,255	2 3 7	1920	21,004	46,082	2 3 10
1890-94	247,387	451,344	1 16 6	1921	32,489	77,380	2 7 8
1895-99	191,763	222,690	1 3 3	1922	23,467	60,641	2 11 8
1900-04	213,163	177,246	0 16 8	1923	1,207	2,831	2 6 11
1905-09	213,024	131,456	0 12 4	1924	642	962	1 10 0
1910-14	296,449	140,757	0 9 6				
				Total ...	1,919,685	2,690,710	1 8 0

The reduction in the output since 1922 is due to the closure of the mines at Newnes in the Wolgan Valley.

In the years 1910-1913 the Commonwealth Government paid a bounty on kerosene and paraffin wax made from Australian shale, and since 1917 has provided a bounty on crude shale oil, but no bounty has been paid in New South Wales since 1922, as no oil has been produced.

DIAMONDS.

Diamonds and other gem-stones are distributed widely in New South Wales, but an extensive field has not been discovered. The finest of the New South Wales diamonds are harder and whiter than the South African, and are equal to the best Brazilian gems.

The following table shows the output of diamonds as recorded, but it is probable that the actual output was much greater. The majority of the diamonds have been obtained from the mines in the Bingara and Copeton districts. In recent years the whole output has been from the latter district :—

Period.	Carats.	Value.	Period.	Carats.	Value.
		£			£
1867-1885	2,856	2,952	1911-1915	16,003	13,353
1886-1890	8,120	6,390	1916-1920	11,973	12,573
1891-1895	19,743	18,245	1921	1,563	1,915
1896-1900	69,384	27,948	1922	1,000	1,300
1901-1905	54,206	46,434	1923	175	230
1906-1910	16,651	12,374	1924	284	498

OPAL.

Precious opal occurs in two geological formations in New South Wales, viz., in tertiary vesicular basalt and in upper cretaceous sediments. The most important deposits are in the upper cretaceous rocks at White Cliffs and Lightning Ridge. Gems from the latter field are remarkable for colour, fire, and brilliancy. The opals from vesicles in the tertiary basalt at Tintenbar in the North Coast division resemble the Mexican gems.

The following table shows the estimated value of precious opal won in New South Wales to the end of 1924 :—

Period.	Value.	Period.	Value.
	£		£
1890	15,600	1916-1920	105,547
1891-1895	25,999	1921	13,020
1896-1900	415,000	1922	15,150
1901-1905	476,000	1923	3,040
1906-1910	305,300	1924	10,500
1911-1915	154,738		
		Total ...	1,539,894

During 1923 the output was small. The market demand for opal was limited and mining operations were hampered by the temporary exhaustion of the water supply at Lightning Ridge. In the following year production increased and the output was purchased for disposal by the miners' representative at the Wembley Exhibition in London.

ALUNITE.

Alunite, or alumstone, occurs at Bullahdelah, about 35 miles from Port Stephens, in a narrow mountain range which for more than a mile is composed almost entirely of alunite, of greater or less purity. Four varieties of alunite are recognised at the mines, but operations are confined mainly to the light-pink ore, the yield averaging about 80 per cent. of alum.

In 1924 the production of alunite was 1,008 tons, valued at £4,032, and the quantity exported since 1890 was 57,078 tons, valued at £204,351. The whole of the output is exported to England.

OTHER MINERALS.

Marble.—Beds of marble of great variety of colouring, and with highly ornamental markings, are located in many districts of New South Wales. Much of the marble is eminently suitable for decorative work. The marble obtained during 1924 was valued at £1,410.

Limestone.—The quantity of limestone raised for flux in 1924 was 114,756 tons, valued at £43,034.

Fireclays.—Fireclays of good quality are found in the permo-carboniferous coal measures, and excellent clays for brick-making, pottery, etc., may be obtained in the State.

Magnesite.—Magnesite is distributed widely, but few deposits are of commercial value. Large quantities have been mined at Fifield, Attunga, and Barraba. The output during 1924 was 12,496 tons, valued at £12,772.

Diatomaceous earth occurs in several localities; the principal deposits are situated at Cooma, Barraba, Coonabarabran, and Wyrallah.

Other Mineral Deposits.—Other mineral deposits known to exist but not worked extensively include asbestos, barytes, fluorspar, Fuller's earth, ochre, graphite, slate, and mica. Quartzite for the manufacture of silica bricks is obtainable in large quantities.

QUARRIES.

The Hawkesbury formation in the Metropolitan District provides excellent sandstone for architectural use. The supply is very extensive, and the stone is finely grained, durable, and easily worked. In the north-western portion of the State and in the northern coal districts good building stone is obtainable.

Syenite, commonly called trachyte, is found at Bowral. For building purposes it is solid, and takes a beautiful polish. Granite occurs at many places in the State, and it has been obtained generally in places near the coast, whence it could be transported cheaply.

Basalt or blue metal, suitable for ballasting roads and railway lines and for making concrete, is obtained at Kiama and other localities.

The quantity and value of building stone, ballast, etc., quarried during the year ended 30th June, 1924, are shown below :—

Description of Quarry.	Quantity of Stone raised.	Value of Stone raised.	Description of Quarry.	Quantity of Stone raised.	Value of Stone raised.
Building Stone—	tons.	£	Macadam, Ballast, etc.—	tons.	£
Sandstone ...	54,245	68,214	(continued).		
Syenite (Trachyte) ...	2,398	3,886	Ironstone ...	141,995	68,420
Marble ...	294	1,900	Shale and Clay ...	86,920	28,175
Marble Spawls ...	800	400	Quartzite ...	85,292	17,795
Macadam, Ballast, etc.—			Silica ...	14,532	10,052
Sandstone ...	155,905	36,820	Trachyte ...	3,827	1,339
Bluestone, Basalt, etc. ...	1,035,196	272,331	Other ...	11,686	3,129
Limestone ...	455,445	125,505	Limestone, crude, for		
Gravel ...	164,032	42,150	burning ...	85,707	22,970
Sand ...	86,287	19,618	Magnesite ...	12,860	13,150

INSPECTION OF MINES.

The inspection of mines with a view to safeguarding the miners from accident and disease is conducted by salaried officers of the Department of Mines in terms of the Coal Mines Regulation Acts, which apply to coal and shale mines, and the Mines Inspection Acts, which apply to other mines.

The Coal Mines Regulation Acts prescribe that every coal-mine must be under the control and direction of a qualified manager, and daily personal supervision must be exercised by him or by a qualified under-manager. In mines where safety-lamps are used a competent person must be appointed as deputy to carry out duties for the safety of the mine, especially in regard to the presence of gas, the sufficiency of ventilation, the state of the roof and sides, and the supervision of shot-firers.

The Acts contain general rules for the working of coal-mines in regard to such matters as ventilation, sanitation, the inspection and safeguarding of machinery, safety lamps, explosives, security of shafts, etc., and it is provided that an inexperienced person may not be employed in getting coal or shale unless in company with an experienced miner. Special rules are established in each mine for the safety, convenience, and discipline of the employees.

A Royal Commission was appointed in July, 1925, to inquire into conditions operating in the coal-mines of New South Wales, with special reference to ventilation, the presence of gas, and the use of safety lamps.

In the mines, to which the Mines Inspection Acts relate, a qualified manager, exercising daily personal supervision, must be appointed if more than ten

persons are employed below ground, and the machinery must be in charge of a competent engine-driver. General rules are contained in the Act, and the inspectors may require special rules to be constituted for certain mines.

Certificates of competency to act in mines as managers, under-managers, deputies, engine-drivers, and electricians are issued in accordance with the Acts relating to inspection.

Particulars regarding the persons killed or seriously injured in mining accidents during the last five years are shown below :—

Year.	Accidents.				Per 1,000 Employed.			
	Coal and Shale Miners.		Other Miners.		Coal and Shale Miners.		Other Miners.	
	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.
1920	20	113	4	12	1.00	5.66	.44	1.30
1921	19	113	4	22	.89	5.31	.47	2.61
1922	12	86	5	25	.55	3.97	.54	2.70
1923	31	101	6	48	1.35	4.39	.62	4.94
1924	27	80	10	53	1.17	3.47	.98	5.22

The accident rates are not based on the number of employees as shown on page 494. They relate to the total number of persons who are subject to the provisions of the Mining Acts, and include persons engaged in connection with treatment plant at the mines.

In the chapter relating to Employment, particulars are given regarding industrial diseases in mines and the compensation provided in cases of accident and illness.

PRIVATE FINANCE.

CURRENCY.

The currency of New South Wales is under the supervision of the Commonwealth Government. Matters relating to the metallic currency are administered in terms of the Coinage Act, 1909, and the paper currency is controlled by the Commonwealth Bank Act, 1911-24, and the Bank Notes Tax Act passed in 1920.

During the war period restrictions were placed upon the use of gold. The banks and the Mint ceased to issue gold coins to the public, and paper money came into general use. The removal of restrictions on the export of gold re-established the gold standard in April, 1925. It is not intended, however, to replace the notes which are used for internal currency.

An estimate of the face value of the currency of New South Wales at five-year intervals between 1901 and 1921 was published in the 1921 issue of this Year Book in the chapter relating to Valuation of Wealth, details being given regarding the sources of data and the method used in formulating the estimate. The following is a summary of the results:—

Currency.	1901.	1906.	1911.	1916.	1921.
	£000	£000	£000	£000	£000
Gold	8,007	9,795	14,496	11,006	8,637
Silver	729	831	1,302	1,513	2,150
Bronze	44	53	81	99	131
Total Metallic ...	8,780	10,679	15,879	12,618	10,918
Bank Notes	1,500	1,462	401	85	70
Australian Notes ...	...	...	3,866	18,991	21,668
Total Paper	1,500	1,462	4,267	19,076	21,738
Total Currency...	10,280	12,141	20,146	31,694	32,656

The amount of metallic currency rose considerably between 1901 and 1911, and throughout the following decade the silver and bronze coinage continued to expand, while in the latter half the gold currency was withdrawn gradually from active circulation owing to war conditions. Bank notes were replaced by Australian notes after the enactment of Federal legislation in 1910, and the amount of paper currency increased fivefold between 1911 and 1921.

The distribution of the currency between the banks and the public is shown below. The amount of bank notes current and of the Australian notes held by banks were estimated from the statutory returns of the banks, and the value of Australian notes in the hands of the public was assumed to have been 40 per cent. of the amount so held in the Commonwealth.

Held by—	1901.	1906.	1911.	1916.	1921.
	£000	£000	£000	£000	£000
Banks—					
Gold	6,040	7,724	12,202	11,006	8,637
Silver	345	407	450	497	599
Bronze	10	12	15	17	26
Australian Notes ...	...	...	2,124	13,661	12,098
Total	6,395	8,143	14,791	25,181	21,360
Public—					
Gold	1,967	2,071	2,294	...	...
Silver	334	424	852	1,016	1,551
Bronze	34	41	66	82	105
Bank notes	1,500	1,462	401	85	70
Australian Notes ...	...	...	1,742	5,330	9,570
Total	3,885	3,998	5,355	6,513	11,296
Total Currency ...	10,280	12,141	20,146	31,694	32,656

The amount of metallic currency rose considerably between 1901 and 1911, and expanded by 70 per cent. during the succeeding five years; then showed a tendency to decline. After 1911 the increase was in the amount of Australian notes, and the quantity of gold decreased considerably. Shortly after the commencement of the war an arrangement was made by which the banks placed gold at the disposal of the Government and accepted in exchange Australian notes redeemable at the end of the war. The banks do not now require to hold gold against the issue of paper currency, the gold which is a reserve against the Australian notes having been held by the Treasury until December, 1920, and subsequently by the Board controlling the note issue.

The money in the hands of the public increased slowly between 1901 and 1916, then expanded rapidly during the succeeding quinquennium as prices and wages rose to an abnormal level. The increase in relation to the population is shown in the following table:—

Currency.	Money in active circulation per head of Population.				
	1901.	1906.	1911.	1916.	1921.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Gold	1 8 7	1 7 7	1 7 6	...	...
Silver	0 5 7	0 5 8	0 10 4	0 10 9	0 14 9
Bronze	0 0 6	0 0 7	0 0 9	0 0 10	0 1 0
Total Metallic	1 14 8	1 13 10	1 18 7	0 11 7	0 15 9
Paper	1 1 9	0 19 6	1 5 9	2 17 3	4 11 5
Total Currency	2 16 5	2 13 4	3 4 4	3 8 10	5 7 2

The average amount of money in actual circulation per head of population in 1921 was twice the amount in 1906, and was 56 per cent. higher than in 1916.

COINAGE.

British or Australian gold coins are legal tender in New South Wales for the payment of any amount, silver coins up to forty shillings, and bronze up to one shilling.

A branch of the Royal Mint, London, was opened in Sydney on 14th May, 1855, for minting gold. Other branches were opened subsequently in Melbourne (Victoria) and in Perth (Western Australia). The Commonwealth Coinage Act, 1909, empowers the Federal Treasurer to make and issue silver and bronze coins of specified denominations. A nickel coinage also was authorised, but it has not been issued.

For gold coins the standard fineness is $\frac{11}{12}$ fine gold, $\frac{1}{12}$ alloy, or millesimal fineness 916.6; for silver coins $\frac{37}{40}$ fine silver, $\frac{3}{40}$ alloy, or millesimal fineness 925; bronze coins are of mixed metal—copper, tin, and zinc. Thus, standard or sovereign gold has a fineness of 22 carats, and the gold contained in deposits sent to the Sydney Mint for melting, assaying, and coining is accounted for at the rate of £3 17s. 10½d., or 3.8937 sovereigns per oz.

The nominal value of one ounce of silver coined into eleven sixpences is 5s. 6d., and of one pound (avoirdupois) of bronze coined into pence 4s., and into half pence 3s. 4d.

The denominations of Australian coins are similar to those of the Imperial coinage, the principal variations being the elimination of the half-crown. Until 1919 gold coins only were struck at the Sydney Mint, the silver and bronze coins issued being minted elsewhere. As the gold production decreased and gold coins were withdrawn from circulation, arrangements were made for minting other coins, viz., bronze in May, 1919, and silver in January, 1921.

Coin and bullion are distributed from the Sydney Mint upon the order of the Federal Treasurer. The issues during the year 1924 included sovereigns to the value of £394,000, silver coins to the value of £87,050, and bronze £5,830. Gold bullion is issued in the form of bars of fine gold for banks, also small quantities of pure gold for industrial use, the quantity in 1924 being 5,111 oz., valued at £19,901.

The value of gold coin and bullion issued by the Sydney Mint from the date of its establishment in 1855 to the end of 1924 was £149,760,322, viz., coin £142,553,500, and bullion £7,206,822. The value of Australian token coinage issued from 1910 to 1924 was £1,935,829, including silver £1,798,900, and bronze £136,929. Worn gold coins are received for re-coinage, the nominal value of those withdrawn from circulation to the end of 1924 being £1,090,997. British silver coins, worn and re-issuable, are withdrawn through the agency of the Mint, the aggregate value of the withdrawals to the end of 1924 being £1,159,172. No Australian coins have yet been withdrawn from circulation.

The coinage value of an ounce of silver being 5s. 6d., a substantial profit is usually made on the coinage, after the minting and other expenses have been deducted. Under normal conditions, the price of silver is determined by transactions in the London market, and the average of the prices ruling there in each year since 1915 is shown below:—

Year.	Price of Silver per standard oz.	Year.	Price of Silver per standard oz.
	s. d.		s. d.
1915	1 11·7	1920	5 1·6
1916	2 7·3	1921	3 0·9
1917	3 4·9	1922	2 10·4
1918	3 11·6	1923	2 7·9
1919	4 9·1	1924	2 9·9

In 1918 the price of silver in London was subject to regulation by the Imperial Government. It was decontrolled in May, 1919, and in the latter part of the year it commenced to rise rapidly until it exceeded the coinage value. The maximum was realised in February, 1920, when the average price for the month was 7s. 6d. per oz. Thereafter it declined rapidly, and in June of the same year the price was 3s. 4d. per oz. The annual average fell steadily between 1921 and 1923, and in the following year a rise of 2d. per oz. was recorded.

Though the Sydney Mint is a branch of the Imperial institution and the coinage is under the control of the Commonwealth, the cost of maintenance is borne by the State Government and the receipts are paid into the Consolidated Revenue of New South Wales, in accordance with arrangements subsisting at the inauguration of the Commonwealth. A statutory endowment of £15,000 is set apart annually, and additional appropriations are made when necessary. The profit in respect of the issue of Australian silver and bronze coinage accrues to the Federal Government. At a con-

ference held in December, 1923, between representatives of the Commonwealth and State Treasuries, an arrangement was made by which the Sydney Mint is to coin 42 per cent. and the Melbourne Mint 58 per cent. of the Australian coins.

The receipts of the Sydney Mint consist of charges for coining, fees for assaying, etc., and profits on the sale of silver. The Mint retains the silver contained in the deposits treated, but payment is made for the quantity in excess of a certain proportion, which varies from 5 per cent. to 8 per cent. in accordance with the gross weight. The rate of payment is determined by the Deputy Master. The price since 1st January, 1923, has been 2s. per oz.

The disbursements by the State Government in respect of the Sydney Mint during 1923 amounted to £19,445, and the receipts to £6,391, the net loss being £13,054. The corresponding figures for 1924 were expenditure £18,467, receipts £11,185, and net loss £7,282. The expenditure by the State Government in connection with the Mint has exceeded the receipts paid into Consolidated Revenue in each year since 1907, except in 1918, when the Mint charges yielded a larger amount than usual as the result of the treatment of large consignments of gold from overseas. The net loss to the State from the date of opening—14th May, 1855—to the end of 1924 was £7,751.

PAPER CURRENCY.

Bank Notes.

Prior to 1910 the right to issue paper currency in New South Wales was vested in private banking institutions which had acquired the right by Royal charter or by special Act of Parliament, the bank notes being subject to a tax of 2 per cent. per annum imposed by the State. In 1910 the Federal Parliament, having authorised the issue of Australian notes, imposed a tax of 10 per cent. on the notes of the trading banks, with the object of forcing them out of circulation. Consequently the value of the bank notes current dropped from £2,213,128 in December quarter, 1910, to £400,784 in the following year. In June quarter, 1924, the amount was £66,580.

Australian Notes.

The Australian Notes Act, 1910, passed by the Commonwealth Parliament, prohibited the circulation of notes by any of the States and authorised the Federal Treasurer to issue Australian notes, in denominations of 10s., £1, £5, £10, and multiples of £10, to be legal tender throughout the Commonwealth, and to be payable on demand at the seat of Federal Government. Five-shilling notes were authorised, but have not been issued. The gold reserve in respect of the notes was fixed at an amount not less than one-fourth of the notes issued up to £7,000,000, and £ for £ in excess of that amount, but in the following year the Act was amended and the reserve was fixed at one-fourth of the issue.

In December, 1920, control of the Australian note issue was transferred to the Commonwealth Bank, in which a Note Issue department was established. Since the transfer the notes have been issued by the Commonwealth Bank and are payable at the head office of the Bank. Under the Act of 1920, the management of the note issue was entrusted to a Board, consisting of the Governor of the Bank as chairman, and three other directors appointed by the Governor-General, one being an officer of the Commonwealth Treasury. Under the provisions of the Commonwealth Bank (Amendment) Act of 1924 the note issue was placed under the control of

the Board of Directors of the Bank, but a decision affecting the issue is not effective unless six of the eight-directors vote for it at a meeting at which all the directors are present, or five vote for it when any of the directors is absent.

An important amendment embodied in the Act of 1924 authorises the Board to issue Australian notes to banks in Australia in exchange for money or securities lodged with the London branch of the Commonwealth Bank. This provision was made to obviate monetary difficulties arising from market fluctuations in rates of exchange between Australia and London.

The net profits of the note issue, after paying working expenses and commission to the Commonwealth Bank for the purpose of its general business, are paid to the Treasury of the Commonwealth. The money derived from the issue, apart from the gold reserve, may be invested on deposit with any bank, in securities of the United Kingdom, of the Commonwealth, or of a State; or in trade bills with a currency of not more than 120 days.

The total value of the Australian notes in circulation in New South Wales and elsewhere, and the gold reserve, in each year since 1914, are shown below:—

On 30th June.	Notes in Circulation.	Gold Reserve.	
		Total.	Proportion of Note Circulation.
	£	£	Per cent.
1914	9,573,738	4,106,767	42·90
1915	32,128,302	11,034,703	34·34
1916	44,609,546	16,112,943	36·12
1917	47,201,564	15,244,592	32·29
1918	52,535,959	17,659,754	33·61
1919	55,567,423	24,273,622	43·68
1920	56,949,030	23,658,092	41·54
1921	58,225,787	23,478,128	40·32
1922	53,556,698	23,534,181	43·94
1923	52,102,025	24,443,980	46·91
1924	56,890,225	24,441,277	42·96

Of the notes current in June, 1924, the banks held £34,518,426, and £22,371,799 were in the hands of the public. In comparison with the figures for the previous year there was an increase of £5,616,000 in the banks' holdings, and a decrease of £828,000 in the notes in active circulation. The increase in the banks' holdings was due mainly to an issue of notes to the amount of £4,200,000 to discharge certain liabilities incurred by the Government in connection with war financial transactions, to which further reference is made on page 522.

The value of the gold reserve is far above the proportion, 25 per cent., required by law, the excess in June, 1924, being £10,218,721.

Money Orders and Postal Notes.

Exchange by means of money orders and postal notes is conducted by the Post Office. The maximum amount which may be transmitted by a single money order is £20, if the place of payment is within the Commonwealth; to places outside the Commonwealth the maximum is £20 or £40, as fixed

by arrangement with the country concerned. The following table gives particulars of the money orders issued and paid in New South Wales during the last five years:—

Year ended 30th June.	Money Orders issued in New South Wales for payment in—				Money Orders issued elsewhere, paid in New South Wales.		
	New South Wales.	Other Australian States.	Other Countries.	Total.	In other Australian States.	Beyond the Commonwealth.	Total.
	£	£	£	£	£	£	£
1920 ...	4,338,224	532,745	364,440	5,235,409	720,392	268,714	989,106
1921 ...	4,809,290	605,471	414,997	5,829,758	806,808	294,479	1,101,287
1922 ...	5,096,806	683,111	352,591	6,132,508	779,264	251,534	1,030,798
1923 ...	5,200,893	655,472	361,706	6,218,071	822,959	261,112	1,084,071
1924 ...	5,274,373	679,073	368,042	6,321,488	904,943	291,373	1,196,316

The amount of the money orders issued in other Australian States for payment in New South Wales exceeds the amount sent from this State, but in the international money orders the balance is against New South Wales.

The maximum amount for which a single postal note is issued is £1, and particulars regarding them are shown below:—

Year ended 30th June.	New South Wales Postal Notes paid in—			Postal Notes of other Australian States paid in New South Wales.
	New South Wales.	Other Australian States.	Total.	
	£	£	£	£
1920 ...	1,141,341	327,033	1,468,374	122,295
1921 ...	1,210,980	352,244	1,563,224	138,142
1922 ...	1,296,463	348,809	1,645,272	150,578
1923 ...	1,331,512	370,307	1,701,819	177,183
1924 ...	1,383,017	408,289	1,791,306	163,216

The amount of money sent by postal notes to the other States is more than twice the aggregate value of the interstate postal notes paid in New South Wales. This method of transmitting small sums is used extensively for the purchase of shares in lotteries conducted in other States, the sale in New South Wales being prohibited.

BANKS.

Institutions which transact banking business are required under the Banks and Bank Holidays Act to furnish to the Chief Secretary quarterly statements of their assets and liabilities; also, when required, to furnish special statistical returns under the State Census Act of 1901. From these returns, and from the periodical balance-sheets issued by the banking companies, the information contained in the following tables has been prepared. Under the Commonwealth Bank Act of 1924 the banks are required to supply periodical statements to the Commonwealth Bank.

The banking institutions which transact ordinary business in New South Wales are seventeen in number. The head offices of six are in New South Wales, of three in Victoria, of one in Queensland, of one in South Aus-

tralia, and of one in New Zealand. Three banks have head offices in London; and there are two foreign banks with headquarters in France and Japan respectively.

Capital and Profits.

The particulars relating to the capital and profits of the banks, as shown below, are exclusive of figures relating to three institutions, viz., the Commonwealth Bank, which had no share capital, as the Federal Government is responsible for its liabilities, and the French and Japanese banks, whose transactions in New South Wales represent only a very small proportion of their total business.

The following table shows the amount of the paid-up capital of the other institutions doing business in the State, also the reserve funds, net profits, and dividends, at intervals since 1895. The paid-up capital represents the total amount contributed, irrespective of the countries in which it was subscribed. The particulars relating to dividends are exclusive of the Rural Bank, which is an adjunct of the Government Savings Bank of New South Wales.

Year.	Number of Banks.	Capital paid up.	Reserve fund and balance of Profit and Loss.	Net profits.	Dividends.	
					Total.	Percentage to paid-up capital.
		£	£	£	£	
1895	13	19,704,957	4,338,861	750,755	540,409	2·74
1900	13	16,807,069	4,742,026	1,257,403	689,969	4·10
1910	14	16,193,550	9,292,715	2,085,004	1,297,885	8·01
1920	14	22,944,369	18,217,298	3,442,582	2,299,379	10·02
1922	12	28,714,942	21,720,280	4,312,508	2,887,692	10·06
1923	12	30,200,746	23,169,699	4,571,475	3,166,360	10·48
1924	14	33,806,332	25,808,097	5,396,335	3,409,756	10·33

During the first decade of the period under review the capital of some of the banks was written down. Between 1905 and 1910 two new institutions commenced operations in New South Wales, and the capital of the existing banks was increased by calls on the shareholders. The increase has continued, £15,861,963 having been added during the last four years. The reserve funds have been built up steadily in recent years, and have been augmented by nearly £7,600,000 since 1920. The reduction in the number of banks between 1920 and 1922 was due to amalgamations.

In 1895 the banks had not recovered from the effects of the financial crisis of 1893; some did not pay a dividend, and others paid on preferential shares only, consequently the average rate was very low. Fifteen years later conditions had improved greatly, and the banks were able to allocate a substantial sum to reserves, and to distribute a large portion of their profits, the average rate of dividend being nearly three times as great as in 1895. The financial position showed further improvement during the next decade, and in 1920 dividends increased by 55 per cent., notwithstanding that the total reserve funds had almost doubled during the period. Since 1920 the rate of dividend has been over 10 per cent., in spite of heavy increases in costs and expenses of management.

Liabilities within New South Wales.

The following statement shows the average liabilities of all the banks within New South Wales, exclusive of those to shareholders. Up to 1900

the figures for December quarter are given, from 1910 onward those for June quarter are shown, and since 1920 the interest-bearing deposits include savings banks deposits in the Commonwealth Bank of Australia:—

Year.	Notes.	Deposits.			Other Liabilities.	Total Liabilities within N.S.W.
		At Interest.	Without Interest.	Total Deposits.		
	£	£	£	£	£	£
1895	1,223,864	20,406,822	10,222,437	30,629,259	183,929	32,037,052
1900	1,447,641	20,909,081	12,224,510	32,233,591	288,499	33,969,731
1910	1,801,807	26,642,873	23,512,712	50,155,585	471,233	52,428,625
1920	73,266	50,495,134	52,878,126	103,373,260	2,562,273	106,008,799
1922	68,953	54,086,297	52,276,678	106,362,975	2,511,109	108,943,037
1923	67,556	62,163,919	54,005,932	116,169,851	2,097,534	118,334,941
1924	66,580	58,164,886	53,655,365	111,820,251	2,431,736	114,318,567

The decline in the value of bank notes in circulation is the result of their replacement by Australian notes. The remarkable growth of deposits since 1910 reflects the large war expenditure and increases in prices.

Assets within New South Wales.

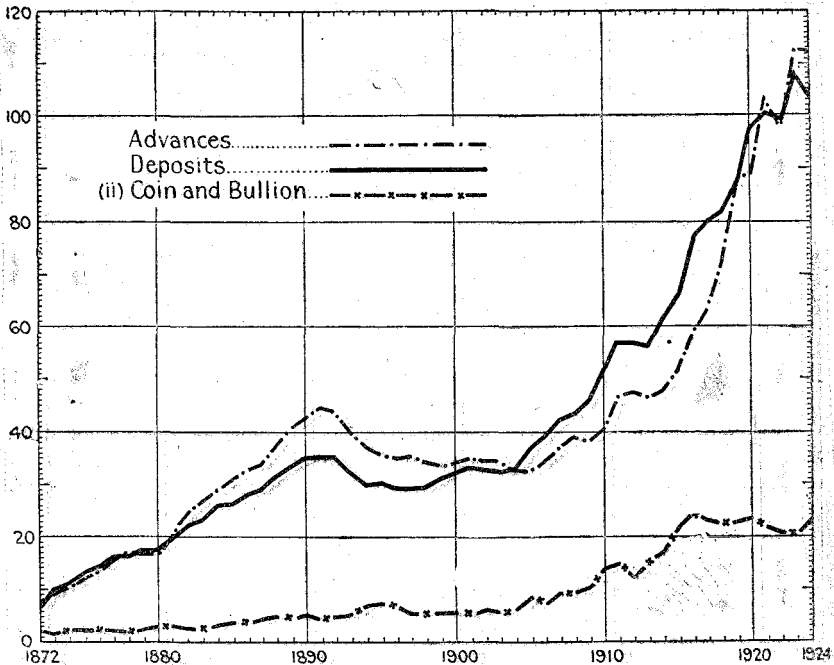
The following table shows the average assets within New South Wales of all banks operating in the State. In order to institute a comparison between the figures of the various banks, necessary adjustments have been made by excluding from the assets the balances due from branches and agencies outside New South Wales:—

Year.	Coin, Bullion, and Australian Notes.	Advances.	Landed Property.	Other Assets.	Total Assets within N.S.W.
	£	£	£	£	£
1895	7,516,278	35,707,153	1,919,017	479,881	45,622,329
1900	6,126,126	34,385,388	1,874,099	650,814	43,036,427
1910	12,980,593	37,482,907	1,824,349	1,014,456	53,302,305
1920	23,484,721	89,063,144	2,477,601	4,246,969	119,272,435
1922	20,794,662	98,335,071	2,620,237	3,625,187	125,375,157
1923	20,334,675	113,053,795	2,780,285	3,713,762	139,882,517
1924	23,822,690	112,873,479	2,960,035	5,004,755	144,660,959

The experience of the financial institutions during the early nineties caused the banks to exercise caution, and the aggregate amount of advances declined during the years 1890 to 1905, while the amount of coin and bullion showed an upward tendency. The advances increased rapidly after 1914, with the inflation of the currency and rising prices, as producers and traders required a larger amount of help in proportion to the volume of business. Another reason for the increase lies in the fact that the banks undertook various forms of advances to meet special emergencies arising from war conditions, e.g., assistance to enable customers to invest in war loans, and advances in connection with the marketing of staple products.

During the period of trade activity and excessive importations in 1920-21, advances rose rapidly, the aggregate being more than twice the amount in 1915. In the following year advances in respect of war loans and wheat declined, traders were forced to reduce their overdrafts, and the import trade diminished, consequently the total amount of advances declined by £6,364,000.

TRADING BANKS, 1872 to 1924



NOTE (i) The numbers at the side of the Graph represent £1,000,000.

(ii) In 1910 and subsequent years the amount of coin and bullion included Australian Notes held by the Banks

In 1923 and 1924 the advances were over eight millions higher than in 1921. The increase reflects a larger volume of importations, while adverse weather conditions in some parts of the State in 1923 caused the wool and wheat growers to seek temporary assistance from the banks. Other reasons for the growth of the advances are the great activity in the building trade and industrial enterprise, and investment in real property.

The increase in the assets grouped as coin, bullion, and Australian notes since 1910 is due to increased holdings of notes, which ranged from less than £2,000,000 in 1914 to £13,000,000 in 1920. The amount declined subsequently to £10,000,000 in 1923, but rose the following year to over £12,000,000. The amount of coin and bullion was unusually high in 1914, viz., £15,500,000 sterling. It declined by £3,800,000 during the next two years, and a downward tendency was apparent until 1921, when the amount was less than £10,200,000. During the year 1923-24 it was increased by nearly £1,500,000. The values in 1924 were: coin £11,321,692, bullion £389,420, and Australian notes £12,111,578. The value of the assets grouped under the heading "Other Assets" fluctuates with variations in the amount of balances due from other banks.

The proportion of reserves which banking institutions should keep constantly on hand is not fixed by any enactment, and consequently it varies considerably. The ratios of coin, bullion, and Australian notes for various periods from 1895 are shown below:—

Year.	Proportion of Coin, Bullion, and Australian Notes—		Year.	Proportion of Coin, Bullion, and Australian Notes—	
	To Total Liabilities.	To Deposits at Call and Note Circulation.		To Total Liabilities.	To Deposits at Call and Note Circulation.
	per cent.	per cent.		per cent.	per cent.
1895	16·5	34·7	1922	19·1	39·7
1900	18·0	44·8	1923	17·2	37·6
1910	24·8	51·3	1924	20·8	44·3
1920	19·7	44·4			

The ratio of reserves to total liabilities and to deposits rose steadily from 16·5 per cent. in 1895 to 28·6 per cent. in 1915; then, as the banks were called upon to meet a heavy demand for accommodation, the ratio to liabilities fell below 20 per cent. In 1924 the reserves were strengthened, while liabilities and deposits declined, so that the ratios showed an upward tendency.

In making comparisons on the basis of the reserves held by the banks it is necessary to take into consideration an arrangement made between the Commonwealth Treasury and the banks, early in the war period, by which the banks were given the right to obtain Australian notes, on demand, in return for assistance rendered in the large financial undertakings to which the Government was committed. For this reason the cash resources available to the banks were really greater than the amount of cash actually held by them. At 30th June, 1923, the Australian banks had the right to obtain notes up to about £8,000,000. During the following year the Notes Board issued to the banks notes valued at £4,200,000 to terminate some of the rights, and in June quarter, 1924, the existing rights were limited to about £3,119,000.

Deposits and Advances.

Under the head of advances are included notes and bills discounted, and all other debts due to the banks. The bulk of the advances are secured by the mortgage of real estate, or by the deposit of deeds over which the lending institutions acquire a lien, but the extent to which trade bills are discounted is not disclosed. The following table shows the ratio of advances to deposits, and to total assets, at various dates from 1895:—

Year.	Deposits.	Advances.	Ratio of Advances.		Amount of Advances per head of Population.
			To Deposits.	To Total Assets.	
	£	£	per cent.	per cent.	£ s. d.
1895	30,629,258	35,707,153	116·6	78·3	28 5 9
1900	32,233,591	34,385,388	101·2	79·9	25 4 0
1910	50,155,585	37,482,907	74·7	70·3	23 4 6
1920	103,373,260	89,063,144	86·2	74·7	43 0 11
1922	106,362,975	98,335,071	92·4	78·4	45 14 11
1923	116,169,851	113,053,795	97·3	80·9	51 12 0
1924	111,820,251	112,873,479	100·9	78·0	50 13 1

The amount of advances, which in 1890 showed an excess of 19 per cent. over deposits, was reduced steadily until 1905. Meanwhile, deposits increased with the development of the primary industries and of the external trade of the State, so that the ratio of advances to deposits dropped to 87·5 per cent. During the prosperous years which preceded the war, advances increased, but not to the same extent as deposits, and the ratio declined to about 75 per cent. During the war period banking transactions increased to a remarkable degree, but, despite the heavy strain upon the financial resources of the community, the margin of deposits did not fall below 25 per cent. until 1918. Then the demand for financial assistance became more insistent, as the Government was negotiating war loans locally, and the primary producers were in need of assistance to combat the ravages of drought. Under these conditions the ratio of advances to deposits rose steadily. The inrush of imports in 1920-21 placed a further strain upon the banks, and, though efforts were made to restrict credit without unduly hampering trade and industry, the ratio of advances rose to 97 per cent. before the effect of restrictive measures became evident. In 1922 the relation between advances and deposits showed a marked improvement, but the ratio rose to 97·3 per cent. in the following year, notwithstanding an increase of nearly 10 per cent. in the amount of deposits. In June quarter, 1924, advances actually exceeded the deposits, but this condition, being due to exceptional circumstances, lasted for a short period only. The demand for financial accommodation was very active in view of the favourable outlook for wool and wheat, the activity in the building industry, and the requirements of a heavy import trade. On the other hand, the unfavourable rate of exchange hampered the transfer to Australia of the proceeds of the export trade, causing them to accumulate in London instead of becoming available for local use. During the latter part of the year, however, deposits increased considerably, and in December quarter the ratio of advances dropped to 96 per cent.

A classification of accounts according to the amount of deposit at or about 30th June, 1924, is shown below, the figures being exclusive of particulars of the Commonwealth Bank, which are not available. The absence of these particulars probably does not affect the table seriously, as the bulk of the accounts, both current and fixed, in the Commonwealth Bank consists of large amounts, deposited by the Governments of the Commonwealth and of three of the States.

Classification.	Current Accounts.		Fixed Deposit Accounts.		Current and Fixed Deposit Accounts.	
	Number.	Amount at Credit.	Number.	Amount at Credit.	Number.	Amount at Credit.
		£		£		£
£200 and under ...	162,647	7,410,660	25,515	3,016,513	188,162	10,427,173
£201- £500 ...	21,153	6,656,498	18,179	6,696,473	39,332	13,352,971
£501- £1,000 ...	7,829	5,614,604	10,566	8,309,107	18,395	13,923,711
£1,001- £2,000 ...	4,077	5,168,999	4,372	6,591,023	8,449	11,760,022
£2,001- £3,000 ...	1,130	2,740,681	1,104	2,891,795	2,234	5,632,476
£3,001- £4,000 ...	475	1,642,645	421	1,542,787	896	3,185,432
£4,001- £5,000 ...	285	1,301,418	478	2,317,094	763	3,618,512
£5,001-£10,000 ...	469	3,192,461	556	4,485,857	1,025	7,678,318
£10,001-£15,000 ...	100	1,229,770	96	1,230,789	196	2,460,559
£15,001-£20,000 ...	31	532,602	62	1,167,083	93	1,699,685
Over £20,000 ...	74	7,835,170	132	11,979,867	206	19,815,037
Total ...	198,270	43,325,508	61,481	50,228,388	259,751	93,553,896

Eighty-seven per cent. of the accounts and 25 per cent. of the deposits were held in respect of those with balances not exceeding £500. Accounts of £2,000 and under represented 98 per cent. of the total accounts and 53 per cent. of the deposits, 47 per cent. of the aggregate amount of the deposits being held in 2 per cent. of the accounts. Small deposits were more numerous in current accounts, as persons wishing to place small sums of money at interest generally avail themselves of the facilities offered by the savings banks. The number of accounts does not represent the number of persons who have money in the banks.

The proportion of accounts and of deposits in each group are shown below:—

Classification.	Proportion of Accounts in each Group.			Proportion of Deposits in each Group.		
	Current Accounts.	Fixed Deposit Accounts.	Total.	Current Accounts.	Fixed Deposit Accounts.	Total.
	per cent.	per cent.	per cent.	per cent.	per cent.	per cent.
£200 and under ...	82.0	41.5	72.4	17.1	6.0	11.1
£201- £500 ...	10.7	29.6	15.1	15.4	13.3	14.3
£501- £1,000 ...	3.9	17.2	7.1	13.0	16.5	14.9
£1,001- £2,000 ...	2.1	7.1	3.3	11.9	13.1	12.6
£2,001- £3,000 ...	.6	1.8	.9	6.3	5.8	6.0
£3,001- £4,000 ...	.2	.7	.3	3.8	3.1	3.4
£4,001- £5,000 ...	.1	.8	.3	3.0	4.6	3.9
£5,001-£10,000 ...	.2	.9	.4	7.4	8.9	8.2
£10,001-£15,000 ...	.1	.1	.1	2.8	2.5	2.6
£15,001-£20,000 ...	.1	.1	.1	1.2	2.3	1.8
Over £20,000 ...		.2		18.1	23.9	21.2
Total ...	100	100	100	100	100	100

Banks' Exchange Settlement.

The Banks' Exchange Settlement Office was established in Sydney on the 18th January, 1894, and exchanges were effected daily between the banks. The results of the operations were notified to the secretary of the Banks' Exchange Settlement, who notified each institution daily of the amount of its credit with the "pool," and it was not permissible for the balance of any bank to remain below 25 per cent. of the fixed contribution. In the event of it reaching this margin, the bank was required to make up the deficiency with gold or Australian notes. It is provided by the Commonwealth Bank Act of 1924 that after a date to be proclaimed the exchange balances between the banks must be settled by cheques drawn on and paid into the Commonwealth Bank. Pending the issue of the proclamation, the banks decided to inaugurate the system voluntarily as from 27th April, 1925, and have established current accounts with the Commonwealth Bank. The daily clearances are made through the Settlement Office as formerly.

The growth in the volume of exchanges is shown in the following table:—

Year.	Amount of Exchanges.	Year.	Amount of Exchanges.
	£		£
1895	108,509,860	1921	709,734,554
1900	144,080,314	1922	726,582,809
1910	274,343,666	1923	805,032,221
1920	764,546,357	1924	845,854,662

The transactions have grown rapidly, and, in 1920, when prices were at the highest level, the amount of exchanges was more than twice the sum in 1915. A decline in the following year was followed by a rapid rise, and in 1924 the figures reached a maximum. The increase was due partly to a rise in price levels since 1922, but the volume of business also has expanded, the amount of exchanges in 1924 being over 10 per cent. higher than in 1920.

Interest, Discount, and Exchange Rates.

The interest on fixed deposits during 1924 was 4 per cent. for sums deposited for six months; for twelve months' deposits the rate was 4½ per cent., and for two years 5 per cent. Under normal conditions the rate of interest paid on fixed deposit is uniform for all banks, and discount and overdraft rates fluctuate with the interest paid to depositors.

The bank exchange rate on London, at sixty days' sight, is usually on the average about 1 per cent., but it is subject to some variations.

The interest rates allowed on deposits for twelve months, and charged on overdrafts, also the discount and exchange rates at intervals from 1890 to 1924, were as follow:—

Year.	Bank Rates of Interest.		Bank Discount Rates.		Exchange Rate on London at 60 Days' Sight.	
	Allowed on Deposits for Twelve Months.	Charged on Overdrafts.	Bills at Three Months.	Bills over Three Months.	Buying.	Selling.
	per cent.	per cent.	per cent.	per cent.	per cent.	per cent.
1890	4½	9	7	8	99½ to 100	100½ to 101½
1900	3	6 to 7	5 to 5½	5½ to 6½	98½ „ 99½	100½ „ 100½
1910	3	6 „ 7½	5 „ 6	6 „ 7	98½ „ 99	99½ „ 99½
1920	4 to 4½	6 „ 8	5 „ 6	6 „ 7	98 „ 99½	99½ „ 100½
1921	4½	6 „ 8	5 „ 6	6 „ 7	98½ „ 99½	100½ „ 100½
1922	4½	6 „ 8	5 „ 6	6 „ 7	97½ „ 99	99½ „ 100½
1923	4½	6 „ 8	5 „ 6	6 „ 7	97½	99½
1924	4½	6 „ 8	5 „ 7	5½ „ 7	95½ to 97½	96½ to 99½

Since 1920, interest rates have shown a tendency to rise, and overdraft rates, while keeping within a range of from 6 to 8 per cent., were moved upwards by some of the banks in order to check borrowing, in view of the expansion of advances.

As the overseas export trade of New South Wales consists mainly of products of rural industries, the volume of trade varies with the seasons, and the exchange rate on London is liable to fluctuate accordingly.

During the year 1923 the bank exchange rates on London remained constant, the buying rate for sixty days' sight drafts being £97 12s. 6d., or 47s. 6d. per cent. discount. During 1924 the exchange rates were altered several times, and the discount was increased until this buying rate was quoted in October at £95 7s. 6d. The successive changes are illustrated in the following statement, which shows the rates quoted by the bank during each month of the year 1924:—

Month.	Exchange Rate on London at 60 Days' Sight.		Month.	Exchange Rate on London at 60 Days' Sight.	
	Buying.	Selling.		Buying.	Selling.
	per cent.	per cent.		per cent.	per cent.
January ..	97½ to 97½	99½ to 98½	July ...	96½	97½
February ...	97½ „ 97½	98½ „ 98½	August ..	96½	97½
March ...	97½ „ 96½	98½ „ 98½	September ...	96½ to 95½	97½ to 97½
April ...	96½	98½	October ...	95½	97½ „ 96½
May ...	96½ to 96½	98½ to 97½	November ...	95½	96½
June ...	96½	97½	December ...	95½	96½

Restrictions upon the movement of gold and the relative position of the exchanges of other countries prevented the inflow of gold into Australia which otherwise would have been a natural sequence when the exchange rates between Australia and London became so favourable for such importation as they were in 1924. Early in the following year, however, it became practicable to import gold, and several large shipments were received from the United States, from South Africa, and from London. In April, 1925, the Commonwealth Government withdrew the embargo on the export of gold, thus resuming the gold standard concurrently with Great Britain. The return to the gold standard should have the effect of stabilising the rates of foreign exchange. An immediate result was a revision of the rates quoted by the Australian banks, the discount on sixty days' sight drafts (buying) being reduced to 50s. per cent.

The Commonwealth Bank of Australia.

The Commonwealth Bank of Australia was established under an Act passed by the Federal Government in 1911, and amended in 1914, 1920, and in August, 1924.

The Commonwealth is responsible for the payment of all moneys due by the bank, and debts due to the bank by other banks have the same priority as debts due to the Commonwealth. The affairs of the bank are subject to inspection and audit by the Auditor-General of the Commonwealth. The bank is authorised to conduct general banking business, to exercise the functions of an ordinary bank of issue, to transact savings bank business, and, with the approval of the Treasurer of the Commonwealth, it may take over the business of banking corporations and of State savings banks. Since 1920 the control of the Australian note issue has been one of the functions of a separate department of the Commonwealth Bank, under conditions which are stated on page 516.

The scope of the bank's operations is being enlarged as a result of the Amending Act of 1924, with the object of making it a central bank. An important amendment lies in the change of management, entrusted previously to a governor. Under the new arrangement, the institution is controlled by a Board of Directors, composed of the Governor of the Bank, the Secretary of the Commonwealth Treasury, and six other directors with experience in agriculture, commerce, finance, or industry. The last-mentioned are appointed by the Governor-General for terms ranging, in the case of the first appointments, from two to seven years, so that one will retire in each year, but will be eligible for reappointment. Subsequent appointments will be for seven years. The Governor of the Bank is its chief executive office, and is appointed for a term of seven years, with eligibility for reappointment. A Board of Advice in London, consisting of three members selected by the Board of Directors, exercises such powers as the latter delegates to it. A director or officer of any other bank may not be appointed as a director of the bank nor as a member of the London Board.

On and after dates to be proclaimed, the Board of Directors will fix and publish the rate at which it will discount and rediscount bills of exchange, and the settlement of balances between the banks trading in Australia will be conducted by means of cheques drawn on the Commonwealth Bank. For this purpose it will be necessary that the banks keep funds with the Commonwealth Bank.

Under the Act of 1911 the capital of the Bank was fixed at £1,000,000, to be raised by the issue and sale of debentures, and the amount was increased by the Act of 1914 to £10,000,000. The Act of 1924 leaves with the Bank the authority to issue debentures, though none have been issued. It pro-

vides also for the capitalisation of £4,000,000 of accumulated profits, and authorises the Federal Treasurer to raise, by the issue of Treasury bills, sums not exceeding £6,000,000 to grant to the Bank as additional capital. The Bank will pay the interest on any loan raised for this purpose.

Of the net profits of the Bank—except those of the Note Issue Department, which accrue to the revenue of the Government—half are payable to the Bank reserve fund and half to the National Debt Sinking Fund.

The Commonwealth Bank commenced operations on 15th July, 1912, by the opening of a savings bank department, but ordinary banking business was not commenced until 20th January, 1913. The head office is in Sydney, and branches have been established in the principal cities and towns of Australia, in London, and in the territory of New Guinea. Savings bank business is transacted at all the branches and at numerous post offices and agencies throughout Australia, Papua, New Guinea, the Solomon and other Pacific Islands.

The total liabilities and assets of the bank at 30th June, 1913, amounted to £5,055,382, and at 30th June, 1924, they had increased to £80,030,496, excluding those of the note issue department. The aggregate net profit earned up to the latter date was £4,654,673, of which £3,964,620 were credited to the general bank and £690,053 to the savings bank department.

The following statement shows the liabilities and assets of the Commonwealth Bank in New South Wales in the June quarter of each of the last five years:—

Particulars.	1920.	1921.	1922.	1923.	1924.
Liabilities—	£	£	£	£	£
Deposits at interest—					
Savings Department	5,296,606	6,308,826	6,879,637	7,354,932	7,693,565
Ordinary	8,890,139	7,477,994	4,466,546	5,536,524	1,825,675
Deposits without interest...	7,940,199	7,957,402	8,056,573	6,983,964	8,790,623
Total deposits	22,126,944	21,744,222	19,402,756	19,875,420	18,309,863
Other liabilities	119,409	176,645	34,216	45,558	57,936
Total Liabilities	22,246,353	21,920,867	19,436,972	19,920,978	18,367,799
Assets—					
Coin and Bullion	801,713	559,052	898,539	877,803	590,035
Australian Notes	1,319,167	1,618,772	1,652,075	1,173,372	4,105,571
Advances	18,938,721	21,855,509	20,754,495	19,678,334	19,067,157
Landed Property	303,336	335,054	310,461	333,715	315,910
Other Assets	1,994,964	1,646,467	1,790,806	1,286,224	2,307,224
Total Assets	23,357,901	26,014,854	25,406,376	23,349,448	26,395,897

SAVINGS BANKS.

Savings bank business in New South Wales is conducted by the Government Savings Bank and by the Commonwealth Bank, and extensive use is made of the facilities offered for the accumulation of small sums on which interest is paid, the deposits being used by the banks to promote the progress and development of the State.

The Government Savings Bank of New South Wales.

This institution was established in 1871 as a post office savings bank under the administration of the Postmaster-General. When the post office was transferred to the Commonwealth in 1901 the control of the bank was

vested in the State Treasurer, but the use of the post office for savings bank business was continued until 1912 under agreement with the Federal Government. Upon the establishment of the Commonwealth Bank, the State institution had to withdraw its agencies from the post offices and to establish separate branches and agencies.

In January, 1907, a change was made in administration, and the bank, being detached from the direct control of the Treasurer, was placed under the management of three Commissioners, who were authorised to conduct the savings bank and to take over the State business in connection with loans to landholders transacted previously by the Advances to Settlers Board. Each class of business was confined to a separate department, and new departments were created subsequently, viz., the Closer Settlement Promotion Department, in terms of an Act passed in 1910, which authorised the bank to finance intending settlers out of the proceeds of debentures issued under the Government guarantee by the Advance Department; and, in 1914, departments to lend money on the mortgage of irrigation farm leases, and to make advances to enable persons to acquire homes. The work of the Closer Settlement Department was transferred to the Department of Lands as from 1st July, 1919.

The importance of the Savings Bank Department was increased in 1914 by reason of the absorption of the Savings Bank of New South Wales, a smaller institution which had been established in 1832, and was controlled by trustees nominated by the Government.

In 1921 the scope of the bank was enlarged in terms of an amending Act passed in the previous year. The departments dealing with advances to settlers and irrigation farmers were reorganised as the Rural Bank Department, and the business of the institution is conducted now in three separate departments, viz., the Savings Bank, the Rural Bank, and the Advances for Homes.

In the Savings Bank Department the Commissioners may receive deposits and pay interest thereon at rates fixed by regulation, and they must hold 20 per cent. of the funds at call or short notice. In the Rural Bank the Commissioners are authorised to conduct the business of a rural bank and, with the approval of the Governor, they may extend the operations to include general banking business. The main purpose of the Rural Bank being to afford financial assistance to rural settlement and development, the Commissioners may grant advances on approved security to persons engaged in primary industries.

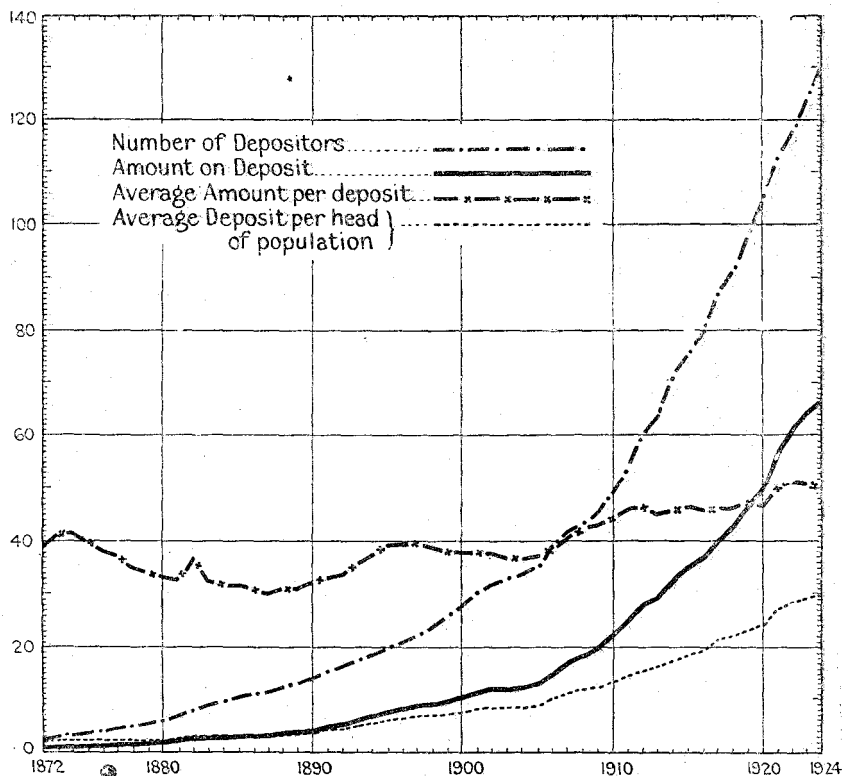
The following statement shows the loans current in each department of the bank at the end of the last five years:—

30th June.	Savings Bank.	Rural Bank.		Advances for Homes.	Total Loans by Government Savings Bank.
		Long Term & Fixed Loans.	Overdrafts.		
	£	£	£	£	£
1920	1,929,974	2,903,885	.....	2,176,583	7,010,442
1921	2,219,908	3,423,871	.....	3,173,751	8,817,530
1922	2,177,973	4,525,374	728,584	4,223,505	11,655,436
1923	2,244,896	4,953,314	1,381,113	5,085,882	13,665,205
1924	2,198,824	5,526,744	2,144,333	6,042,697	15,912,593

Figures relating to the ordinary banking business transacted by the Rural Bank are included in the tables relating to trading banks in this chapter, and further particulars relating to loans to farmers, etc., and to the advances for homes are published in the chapters of this volume relating to agriculture and social condition respectively.

On 30th June, 1924, there were 161 branches and 515 agencies of the Government Savings Bank, and, under reciprocal arrangements, transfers may be made on behalf of depositors between the bank and similar institutions in other States of the Commonwealth and the Post Office Savings Banks of the United Kingdom and New Zealand.

SAVINGS BANKS, 1872 to 1924



The numbers at the side of the Graph represent 10,000 depositors, £100,000 of deposits, £1 of average amount per deposit, and £1 of average deposit per head of population.

The liabilities of the Savings Bank Department, as at 30th June, 1924, amounted to £59,370,989; this sum included deposits, £57,992,304; reserve fund, £875,000; balance of profit and loss account, £34,952; and other liabilities, £468,733. The investments on behalf of the bank included Government securities and municipal loans £33,133,348, inscribed stock of the other departments of the bank £10,392,275, fixed deposits in banks and in the Treasury £9,253,156, loans on mortgages and contracts of sale £2,198,823, and stock of other banks £135,051. The cash in hand and bank and Treasury deposits at call and short notice amounted to £3,492,587; bank

premises, £725,000; other assets, £40,749. The expenses of management during the year 1923-24 amounted to £352,226, or 11s. 11d. per cent. of average funds, as compared with 10s. 11d. during the preceding year.

Deposits in Savings Banks.

During the year ended 30th June, 1924, the rate of interest paid by the Government Savings Bank on deposits was 4 per cent. on balances up to £500, and 3½ per cent. on any excess up to £1,000. On accounts of friendly societies, trade unions, and other associations not conducted for profit or trade, interest was allowed at 4 per cent. up to £1,000, and 3½ per cent. on any excess. The amount of deposits received during the year was £55,353,329, and a sum of £2,063,548 was added as interest. The withdrawals amounted to £56,068,025, and the balance at credit at the end of the year was £57,992,304 held in 1,045,085 accounts. An amount of £11,134,453 or 19·2 per cent. of the total deposits, was held in 883,350 accounts not exceeding £100; £29,726,325, or 51·3 per cent., in 136,951 accounts between £100 and £500; and £17,131,526, or 29·5 per cent., in 24,784 accounts over £500.

The Commonwealth Bank in its saving bank department accepts deposits and pays interest at the rate of 3½ per cent. up to £1,000 and 3 per cent. on any additional balance up to £300. The number of accounts in New South Wales at 30th June, 1924, was 261,863, the amount at credit of the depositors being £8,169,750.

The following statement shows the number of accounts and the amount of deposits in the savings bank of New South Wales at the end of each financial year since 1915:—

At 30th June.	Accounts.	Deposits.		
		Total.	Per Account.	Per head of Population.
	No.	£	£ s. d.	£ s. d.
1915	755,835	35,562,649	47 1 0	18 16 1
1916	806,882	37,363,272	46 6 1	19 14 10
1917	872,351	40,836,747	46 16 3	21 8 8
1918	920,337	43,039,012	46 15 3	22 3 1
1919	984,951	47,070,342	47 15 9	23 11 3
1920	1,053,893	49,933,535	47 7 9	24 2 8
1921	1,126,157	57,394,441	50 19 4	27 5 8
1922	1,186,948	61,791,273	52 1 2	28 14 11
1923	1,246,191	64,324,669	51 12 4	29 7 2
1924	1,306,948	66,162,054	50 12 5	29 13 10

The number of accounts does not represent individual depositors, as a certain amount of duplication is caused by persons having deposits in both banks, and by the inclusion of accounts of societies, of trusts, etc., whose members have personal accounts also. It is apparent, nevertheless, that a very large proportion of the people practise thrift through the medium of the savings banks. The aggregate amount of deposits has increased by 86 per cent. since 1915. Notwithstanding the inflation of the currency, the average amount per deposit did not vary greatly until 1921, when an upward tendency became evident. During the last two years it has declined. The average amount per head of population rose steadily throughout the decennium.

The number of accounts and the amount of deposits in the savings banks of Australia is shown in the following table:—

State.	Accounts.	Deposits.		
		Total.	Per Account.	Per head of Population.
	No.	£	£ s. d.	£ s. d.
New South Wales ...	1,306,948	66,162,054	50 12 5	29 13 10
Victoria	1,268,629	58,028,195	45 15 1	35 7 9
Queensland	375,025	20,410,364	54 8 6	24 13 4
South Australia...	452,342	19,348,906	42 15 6	36 11 9
Western Australia ...	264,842	8,218,146	31 0 7	22 16 1
Tasmania... ..	130,032	4,670,804	35 18 5	21 18 2
Northern Territory ...	844	30,791	36 9 8	10 1 3
Total	3,798,662	176,869,260	46 11 2	30 9 4

The amount on deposit in the savings bank in New South Wales was far in excess of that in any other State, but the average per account was exceeded in Queensland, and the amount per head of population in South Australia and Victoria. In comparison with the figures for the previous year there was an increase of £5,409,000 in the savings bank deposits in Australia, the increase in New South Wales being £1,837,000.

Deposits in all Banks.

In June, 1924, the total amount of deposits in the savings and the trading banks in New South Wales was £170,288,741, or £76 8s. 5d. per head of population. A comparative statement of each class of deposits is shown below. The amounts of interest-bearing deposits in the trading banks differ from the figures in preceding tables, which include the savings deposits in the Commonwealth Bank. The figures for the savings banks represent the deposits on 30th June in each year, and those for the trading banks are the averages of the June quarter.

June	Deposits bearing Interest.			Deposits not bearing Interest.	All Deposits.	
	Savings Banks.	Trading Banks.	Total.		Total.	Per head of Population.
	£	£	£	£	£	£ s. d.
1915	35,562,649	33,148,700	68,711,349	33,186,317	101,897,666	53 17 8
1916	37,363,272	33,884,082	71,247,354	43,610,878	114,858,232	60 14 0
1917	40,836,747	33,915,476	74,752,223	46,599,978	121,352,201	63 13 11
1918	43,039,012	36,126,228	79,165,240	46,125,775	125,291,015	64 9 11
1919	47,070,342	43,510,166	90,580,508	45,215,578	135,796,086	67 19 8
1920	49,933,535	45,198,528	95,132,063	52,878,126	148,010,189	71 10 9
1921	57,394,441	48,322,625	105,717,066	53,044,965	158,762,031	75 9 5
1922	61,791,273	47,206,660	108,997,933	52,276,678	161,274,611	75 0 6
1923	64,324,669	54,808,987	119,133,656	54,005,932	173,139,588	79 0 6
1924	66,162,054	50,471,322	116,633,376	53,655,365	170,288,741	76 8 5

The total amount of deposits increased by 67 per cent. between 1915 and 1924, and the amount per head by 42 per cent. The most rapid growth occurred in the savings banks deposits, namely, 86 per cent. The deposits at call in the trading banks were higher by 62 per cent., and the interest-bearing deposits in the trading banks by 52 per cent.

INCORPORATED COMPANIES.

The legislation relating to incorporated companies in New South Wales is contained principally in the Companies Act, 1899, the amending Acts of 1900, 1906, and 1907, the Companies (Death Duties) Act, 1901, and the Companies (Registration of Securities) Act, 1918. These enactments follow the general provisions of Imperial Acts relating to companies, with deviations embodying the results of local experience.

The formation of a company, association, or partnership of more than ten persons in a banking business, or of twenty in any other business trading for profit, is prohibited, unless it is registered under the Companies Act, or incorporated under some other enactment, by royal charter, or by letters patent, or as a no-liability company.

The liability of members of a company may be limited by shares or by guarantee, or it may be unlimited. Under certain conditions associations formed for the purpose of promoting commerce, art, science, religion, charity, or other useful object, may be registered with limited liability. Special provision is made to regulate the formation of no-liability mining companies, and the liability of members for calls and for contributions to meet debts and liabilities in the event of winding-up ceases upon registration, shares upon which calls are unpaid being forfeited.

An important amendment of the company law was made in 1918, when the Companies (Registration of Securities) Act was passed to provide for the registration of debentures issued by companies.

Particulars relating to the registration of new companies and of increases of capital are shown below, the figures for the quinquennial periods representing the annual average:—

Period.	Limited Companies.				No-Liability Mining Companies.			
	New Companies.		Increases of Capital.		New Companies.		Increases of Capital.	
	No.	Nominal Capital.	No.	Nominal Amount.	No.	Nominal Capital.	No.	Nominal Amount.
		£		£		£		£
*1901-05 ...	113	3,104,766	13	483,990	25	301,766	5	24,175
*1905-10 ...	231	5,184,658	23	1,010,710	45	430,112	7	29,634
*1911-15 ...	383	10,263,455	58	3,468,139	20	308,017	3	31,395
1916 ...	156	4,187,075	19	757,500	7	125,000	...	...
1917 ...	159	5,918,267	19	494,500	8	77,500	2	15,000
1918 ...	221	6,428,907	60	1,950,190	15	238,500	2	20,000
1919 ...	267	9,137,360	78	3,071,100	12	118,255	2	4,000
1920 ...	801	61,654,857	291	11,848,073	26	862,100	1	18,000
1921 ...	462	20,255,150	93	5,454,507	10	234,625	6	50,950
1922 ...	445	10,897,919	81	4,868,357	21	442,500	1	1,000
1923 ...	563	18,625,061	105	6,452,000	20	276,875	1	5,000
1924 ...	561	15,301,727	91	5,080,283	15	170,750	5	18,000

* Average per annum.

Between 1901 and 1915 there was a steady increase in the promotion of limited companies, principally joint-stock companies, and a large amount of capital was invested in the expansion of existing enterprises, especially in the years immediately preceding the outbreak of the war. In 1915 and 1916 there was a noticeable slackening, and the Federal Government passed regulations under the War Precautions Act to prohibit the issue or subscription of fresh capital unless under permit, the object being to encourage the flow of capital into loans for war purposes. After 1917 the number of registrations began to rise again, as industrial and commercial enterprises prospered in consequence of war expenditure. In 1920 there was a remark-

able outburst of company promotion, and the registrations of limited companies rose from 267 to 801, and the nominal capital from £9,137,360 to £61,654,857. The figures are inflated by reason of the reconstruction of many companies to meet altered conditions of industry and rises in prices and wages, but the Registrar-General has estimated that 648 entirely new companies were registered during the year with a nominal capital of £38,700,000, as compared with an annual average of 383 registrations, including reconstructions during the quinquennium 1911-15, the nominal capital being £10,263,000.

Foreign companies, *i.e.*, those formed or incorporated in any place outside New South Wales, are required to be registered before commencing to carry on business in the State. During the period 1911 to 1919 the number of such registrations was, on an average, about 52 per annum. In 1920 there were 100 registrations, and 72 were effected during 1921, which was the first year in which the nominal capital was recorded, the aggregate amount being £31,121,396. During 1922 the number of foreign companies registered was 58, and the nominal capital £29,143,313; in the following year 69 companies with nominal capital amounting to £34,971,400; and 83 companies in 1924 with nominal capital, £14,131,711.

CO-OPERATIVE TRADING SOCIETIES.

Prior to the enactment of new legislation at the end of the year 1923, co-operative trading and investment societies were registered under the Building and Co-operative Societies Act, 1901. Liability was limited, and a member was not permitted to hold an interest exceeding £200 in any society, though a limit was not placed on the amount of interest which a society might hold in any other registered co-operative society.

In view of the extent of industrial organisation in the State, it is remarkable that co-operation, which in other countries is supported largely by industrial workers, has not made greater progress in New South Wales. In 1923 there were only 91 societies, with an aggregate membership of 50,418.

Co-operative effort for production is a prominent feature of the dairying industry, most of the butter factories being organised on a co-operative basis, but societies of this class have been registered usually under the Companies Act, and were outside the scope of the Building and Co-operative Societies Act; in fact, registration under the latter enactment ceased when a society was constituted as a company under the Companies Act.

The law relating to co-operation as contained in the Building and Co-operative Societies Act of 1901 proved highly defective in regard to the encouragement of co-operative enterprise and the safeguarding of co-operative interests. It has been replaced by the Co-operation, Community Settlement, and Credit Act, 1923, which came into operation on 31st December, 1923, and was amended in the following year. The new Act is a comprehensive measure, affording ample scope for co-operative development. It authorises co-operative societies to engage in all forms of economic activity except banking and insurance, though certain societies may receive deposits.

Societies may be of various kinds, *viz.*: (a) rural societies to assist producers in conducting their operations and in marketing products; (b) trading societies to carry on business, trade, or industry; (c) community settlement societies to acquire land and settle or retain persons thereon and to provide any common service or benefits; (d) community advancement societies to provide any common service, *e.g.*, water, gas, electricity,

transport; (e) building societies—terminating or permanent—to assist members to acquire homes or other property; (f) rural credit societies to make or arrange loans to members for the purpose of assisting rural production; (g) urban credit societies to assist members to acquire plant, furniture, etc., or to commence business or trade; (h) investment societies to enable members to combine to secure shares in a company or business or to invest in securities. Societies of the same kind may combine into co-operative associations, and such associations of all kinds may form unions.

New co-operative societies may be formed only in accordance with the Act. In regard to existing societies, seven permanent building societies specified in a schedule continue under the old Act, unless at their own option they obtain registration under the new law. Other existing societies were deemed to have applied for registration under the new Act, but except in regard to certain specified matters they were bound by the Act of 1901 until registered under the new Act. If such a society did not submit rules altered to conform with the new Act before 31st December, 1924, it was liable to be wound up. Co-operative companies registered as limited companies under the Companies Act, 1899, may obtain registration under the Co-operation, Community Settlement and Credit Act. If they do not obtain such registration they must discontinue the use of the word "co-operative" as part of their title, unless its use is permitted by the Governor. The use of the word "co-operative" by any person or firm as part of a trade or business name is prohibited.

Adequate provision is made to safeguard the funds and financial interests of the societies, the issue of shares and the disposition of the funds are regulated, the power to raise loans and to receive deposits is limited, reserve funds must be established, and the accounts of the societies are subject to inspection and audit. Liability is limited except in the case of rural credit societies, which may be formed either with limited or unlimited liability. A member may not hold more than one-fifth of the shares nor an interest exceeding £1,000. No dividend may be paid in respect of shares in a rural credit society with unlimited liability, and in other cases the maximum dividend is 8 per cent per annum per share. Powers of supervision are vested in the Registrar, who registers the societies and their rules, adjudicates upon matters in dispute, and may inspect accounts if necessary.

An Advisory Council has been appointed to submit recommendations to the Minister with respect to regulations and model rules of co-operative societies, the appointment of committees, and other action for promoting co-operation. The Council consists of the Registrar and representatives of different forms of co-operation appointed by the Governor.

Representatives of producers' and consumers' co-operative societies met in conference in April, 1925, with the object of improving the relations between the two classes of co-operation. Papers were read by representatives of different organisations, and resolutions were passed affirming the desirability of bringing producers' and consumers' societies into closer touch, and the necessity for co-operative organisation to bring about a reconciliation between the producers' and consumers' interests. The conference agreed to leave the matter in the hands of the Advisory Council to decide the question of further conferences and the formation of committees to promote these objects.

Further details regarding the co-operative movement are set forth in the chapters of this book relating to agriculture, the dairying industry, and rural settlement.

The transactions of co-operative societies during the last five years are given in the following table:—

Particulars.	1919.	1920.	1921.	1922.	1923.
Number of Societies ...	50	62	79	89	91
Number of Members ...	43,381	48,313	49,670	48,738	50,418
Liabilities—	£	£	£	£	£
Share Capital ...	349,309	429,230	519,436	543,725	563,162
Reserves and Net Profits ..	223,160	262,831	253,709	256,070	283,732
Other Liabilities ...	216,014	262,258	299,271	303,457	279,490
Total Liabilities ...	£ 788,483	954,319	1,072,416	1,103,252	1,126,384
Assets—					
Freehold, Plant, etc. ...	219,439	258,301	314,480	324,624	344,121
Stock ...	377,946	450,817	471,824	465,880	452,936
Other Assets ...	191,098	245,201	286,112	312,748	329,327
Total Assets ...	£ 788,483	954,319	1,072,416	1,103,252	1,126,384
Expenditure—					
Purchases ...	2,015,519	2,697,926	2,969,522	2,923,763	2,727,781
Expenses, Interest, etc. ..	326,512	413,866	500,924	508,612	383,321
Total Expenditure ...	2,342,031	3,111,792	3,470,446	3,432,375	3,111,102
Income—					
Sales, etc. ...	2,478,801	3,256,981	3,679,507	3,676,571	3,468,870
Discounts, etc. ...	23,339	34,211	40,995	46,420	40,037
Total Income ...	2,502,140	3,291,192	3,720,502	3,722,991	3,508,907

The majority of the societies are consumers' distributive societies organised on the Rochdale plan of "dividend upon purchase," conducting retail stores, and they buy their supplies through the agency of a wholesale society with which they are affiliated. The societies have met with success in the Newcastle and other mining districts, and in the parts of the metropolitan area where large numbers of industrial workers reside.

The number of co-operative societies on the register, which had remained fairly constant for over ten years, began to increase in 1919, when people were seeking means to combat a rapid advance in prices. The registrations include some societies which lapsed after making preliminary arrangements, and did not actually engage in business, but evidence of a marked growth in regard to co-operation may be gained from the records of the financial transactions, the amount of sales having increased by £990,069, or by 40 per cent. in the last five years.

In 1923, the expenses, including interest and depreciation, amounted to £383,321, or 11 per cent. on the amount of sales, and the result of the year's trade was a net profit of £380,734, which is equal to a rate of 10·9 per cent. on the sales. A sum of £24,930 was paid as interest on shares, and £237,867 as dividends on purchases.

Benefit Building and Investment Societies.

The aggregate liabilities and assets of permanent building societies for the last five years are shown in the following statement:—

Particulars.	1919.	1920.	1921.	1922.	1923.
Number of Societies ...	8	8	8	8	7
Liabilities—	£	£	£	£	£
Deposits... ..	485,764	496,298	506,603	509,763	522,329
Share Capital	298,920	327,322	338,644	347,603	364,440
Reserves... ..	142,705	158,879	171,100	175,042	191,687
Other Liabilities	57,435	48,939	52,116	56,788	51,403
Balance of Profit	63,171	67,666	65,882	76,257	71,638
Total	1,047,995	1,099,104	1,134,345	1,165,453	1,201,497
Assets—					
Advances	839,465	885,102	931,593	978,452	1,040,854
Other Assets	208,530	214,002	202,752	187,001	160,643
Total	1,047,995	1,099,104	1,134,345	1,165,453	1,201,497

There are only seven permanent building societies. The income during the year 1923 amounted to £102,977, of which the largest item was interest, £102,220, and the expenditure, which amounted to £94,752, included £71,933, paid as interest on shares and deposits and as dividends, and £1,605 to reserves.

Starr-Bowkett building societies are terminating societies, in which the rights of members to appropriation are determined by ballot or by sale. Particulars relating to their operations during the last five years are shown below:—

Particulars.	1919.	1920.	1921.	1922.	1923.
Number of Societies ...	112	123	128	136	139
Liabilities—	£	£	£	£	£
Members' Subscriptions	1,373,685	1,480,126	1,599,564	1,751,296	1,824,566
Other Liabilities	27,473	41,665	50,122	84,200	70,616
Balance of Profit	168,828	188,563	209,010	225,054	244,025
Total	1,569,986	1,710,354	1,858,696	2,060,550	2,139,207
Assets—					
Advances	1,428,831	1,553,447	1,686,931	1,897,666	1,958,023
Other Assets	141,155	156,907	171,765	162,884	181,184
Total	1,569,986	1,710,354	1,858,696	2,060,550	2,139,207

The subscriptions received from shareholders in 1923 amounted to £284,234, and the withdrawals to £95,806; the advances on mortgage amounted to £482,245, and repayments to £311,215, and the sum due on account of advances at the end of the year was £1,958,023. The average amount advanced is £260, and apparently about 2,050 members obtained advances during the year.

Besides the Starr-Bowkett Building Societies there are other terminating building societies, which are conducted on quite a different principle. These societies work principally on a bank overdraft, and loans are made available to members practically as soon as they require them; the ballot

is very rarely resorted to. A member receiving a loan is not under an obligation to repay the actual amount borrowed, nor does he receive a refund of his contributions upon the termination of the society. He is simply required to pay an increased rate of contribution for the remainder of the life of the society, which is a fixed period, consequently a balance-sheet in the usual sense of the term cannot be prepared.

During the years 1922 and 1923 there were eight such societies in existence, and the total transactions during these years were as under:—

Particulars.		1922.	1923.
Subscriptions from Members	£	23,743	27,257
Fines and other Charges	£	231	273
Interest received from borrowers	£	*1,427	*2,750
Advances to members	£	44,944	50,399
Withdrawals of share capital	£	2,351	†42,561
Interest paid by society	£	*2,098	*2,323
Management Expenses	£	1,110	1,297
Number of Shares beginning of year ...	No.	7,816	8,791
Shares issued during year	No.	190	129
Withdrawals during year	No.	247	843
Number of shares at end of year ...	No.	7,759	8,077

* One society only.

† Members' subscriptions refunded at close of society.

There were also two investment societies formed during 1923 amongst employees of the Australian Gas Light Company. The object of these societies is to purchase shares in the company by means of weekly subscriptions from the members. These shares are ultimately transferred to the names of individual shareholders when the contributions to their credit amount to the market value of such shares. During the year 1923 the sum of £3,552 was received in subscriptions from the members, of which £2,253 was invested in shares, £1,241 was held in cash, and the balance represented expenses of management.

FRIENDLY SOCIETIES.

The affairs of the friendly societies in New South Wales are conducted in accordance with the Friendly Societies Act of 1912 and its amendments. The societies are compelled to register, and are required to furnish periodical returns, giving details relating to membership, sickness, mortality, benefits, and finances. In this chapter finances only are discussed, and the figures in the following tables relate to the societies which provide benefits such as medical attendance, sick pay, and funeral donations, and are exclusive of the particulars of miscellaneous societies registered under the Friendly Societies Act, such as dispensaries, medical institutes, and accident societies. Other matters relating to friendly societies are discussed in the chapter entitled "Social Condition."

Early legislation did not make adequate provision for maintaining the solvency of the friendly societies, but in 1899 an Act was passed to bring their affairs under State supervision and to make provision for the actuarial certification of tables of contributions, for valuations at least once within five years, the investigation of accounts, and other measures for safeguarding the funds. The Act and its amendments were consolidated in 1912. Amending Acts passed in 1913, 1916, and 1920 render less rigid a clause which requires the moneys received or paid on account of a particular benefit to be kept in a separate account and to be used only for the specific purpose. Where the sickness and funeral funds of a society are administered by one central body for the whole society they may be treated now

as one fund, and on valuation being made the Registrar may authorise surplus moneys belonging to a fund to be used in any manner for the purposes of any other fund.

Actuarial Valuations.

In the quinquennial valuations of friendly societies, with the exception of the first, the experience of the societies in New South Wales during the nine years 1900-08 has been used as a basis. In the first valuation, as at 31st December, 1904, the monetary tables were based on the experience of the Manchester Unity Independent Order of Oddfellows of England, for the period 1866-1870, with 3 per cent. interest, except in the case of one society in which 4 per cent. interest was adopted. The valuation embraced eighteen affiliated societies, and thirteen single societies; 96,422 members were valued for sickness benefits, and 97,511 for funeral benefits, with 51,155 subsidiary funeral benefits. The results showed a net deficiency equal to 1s. 4d. per £1, only eight affiliated and three single societies being in a solvent condition.

After the valuation, measures were adopted to improve the financial position of the societies, with the result that the second valuation, as at December, 1909, disclosed a surplus equal to 4d. per £ of liabilities. The valuation was made on a 3½ per cent. rate, the number of societies being eighteen affiliated and twenty-five single. Sickness and funeral benefits were valued for 116,186 members, funeral benefits only for 5,258, and sickness benefits only for 13,109 members. In addition there were subsidiary risks on account of 54,391 persons, including members, their wives and children.

In the third valuation, as at 31st December, 1914, the risks valued for sickness and funeral benefits numbered 150,714, and there were 22,582 for sickness only, 8,055 for funeral only, and 67,655 for subsidiary risks. The assets disclosed by the valuation were equal to £1 0s. 7d. for every £1 of liabilities. During the five years which elapsed between the third and fourth valuations the effects of the war and of an epidemic of influenza caused a heavy drain on the funds of the societies, nevertheless the results showed an improvement in their financial condition in 1919 as compared with 1914. The total number of risks valued in 1919 was 259,155, viz., for sickness and funeral, 147,892; funeral only, 12,360; sickness only, 20,520; and subsidiary benefits to widows, children, etc., 78,383. The rate of interest assumed in respect of the funds of each society was determined on its experience during the quinquennium, being 4 per cent. in the case of eleven societies, and 3½ per cent. in the other societies. Particulars relating to the benefits provided by the societies, the contributions payable, and the assistance afforded by the State since the passing of the Subventions to Friendly Societies Act, 1908, in respect of the cost of benefits for aged members, are shown elsewhere in this volume. The following summary shows the results of all the societies combined, as at each of the four valuations:—

Year.	Liabilities.	Assets.			Surplus.	Assets per £ of Liabilities.
	Value of Benefits.	Accumulated Funds.	Value of Future Contributions.	Total.		
	£	£	£	£	£	s. d.
1904	3,981,252	809,133	2,900,499	3,709,632	(-) 271,620	18 8
1909	4,219,767	1,214,889	3,071,269	4,286,158	66,391	20 4
1914	5,411,716	1,658,066	3,905,894	5,563,960	152,244	20 7
1919	5,524,765	1,973,642	3,786,983	5,760,625	235,860	20 10

In 1919 the liabilities of the affiliated societies amounted to £5,439,641, and the assets to £5,663,084, showing a surplus of £223,443, or 10d. in the £, but three of the societies showed deficiencies amounting in the aggregate to £67,810. The assets of the single societies amounted to £97,541, or £12,417 more than the liabilities, the surplus being 2s. 11d. per £, though four single societies showed deficiencies amounting to £2,019.

The funds for valuation purposes increased by over £315,000 during the quinquennium 1914-1919, and the average interest earnings rose from 4·7 per cent. to 5·4 per cent. as a result of the high interest rates prevailing, and the policy of centralising the control of the funds which had facilitated more profitable investment. The bulk of the funds, about 72 per cent., was invested in mortgages. On account of investments in war and peace loans, the proportion of the funds in Government securities rose from 0·4 per cent. in 1914 to 10·8 per cent. in 1919. Interest-bearing bank deposits declined proportionately from 11 per cent. to 7 per cent. during the quinquennium, and there was a decrease in the amount in buildings and freehold properties, which do not generally give a satisfactory return.

The custom of making the valuations for all societies as at the same date, at intervals of five years, has been altered, and about one-third of the societies are to be valued each year. The valuation of the first group, as at 31st December, 1922, has been issued. Two societies are to be valued as at 31st December, 1923; one valuation has been issued and the other is nearing completion.

Accumulated Funds.

The following statement illustrates the growth of the funds of the Friendly Societies since 1914:—

At 31st December.	Sickness and Funeral Funds.	Medical and Management Fund.	Other Funds.	All Funds.	
				Total.	Per Member.
	£	£	£	£	£
1914	1,641,704	88,256	54,971	1,784,931	9·79
1915	1,734,858	89,421	52,548	1,876,827	10·50
1916	1,820,708	101,092	48,471	1,970,271	11·02
1917	1,916,846	122,759	55,067	2,094,672	11·79
1918	1,954,085	190,995	63,102	2,208,182	12·21
1919	1,953,336	199,115	65,345	2,217,796	12·04
1921*	2,134,339	194,358	83,065	2,411,762	12·08
1922*	2,268,655	204,304	105,978	2,578,937	12·61
1923*	2,410,208	208,397	109,386	2,727,991	12·71
1924*	2,548,517	214,248	108,803	2,871,568	13·11

*At 30th June.

During the twelve months ended 30th June, 1924, the total funds of the societies increased by £143,577, the increase being fairly general in all the societies. The amount of the sickness and funeral funds, as stated in the table for the years 1914 and 1919, does not agree with the figures shown in the previous table, the difference being caused by allowances made in the valuations for State subvention due, but not received by the societies at the date of valuation.

Receipts and Expenditure.

The receipts and expenditure of the friendly societies since 1914 are shown in the following statement. The figures quoted for 1920-21 relate to the period of eighteen months ended 30th June, 1921, as the Friendly

Societies Act of 1920 prescribed that the returns must be furnished in each year for the period ended 30th June and not for the calendar year as formerly:—

Year.	Receipts.				Expenditure.					
	Contributions.	Interest.	Other.	Total.	Sick Pay.	Funeral Donations.	Medical Attendance and Medicine.	Expenses of Management.	Other.	Total.
	£	£	£	£	£	£	£	£	£	£
1914	496,961	80,707	34,915	612,583	172,796	44,446	182,308	87,358	39,463	526,371
1915	491,928	87,591	34,597	614,116	177,193	50,131	182,705	88,419	23,767	522,220
1916	508,033	95,193	28,645	631,781	172,497	61,566	178,926	89,630	25,718	538,357
1917	524,341	100,947	53,433	678,726	168,986	69,371	173,789	96,830	40,349	554,325
1918	543,269	117,941	114,595	776,105	183,735	84,663	180,370	96,939	116,888	662,595
1919	551,278	117,524	40,740	709,542	274,929	89,265	186,801	106,115	42,818	699,928
1920-21*	837,279	191,613	76,985	1,155,877	297,051	80,201	317,221	199,399	68,039	961,211
1921-22	661,620	142,205	94,556	898,381	222,586	56,353	262,249	137,994	53,936	733,138
1922-23	673,630	146,106	76,072	875,828	230,241	56,246	269,223	139,268	31,856	726,774
1923-24	711,058	150,427	58,878	920,363	247,567	64,548	230,827	145,977	37,867	776,786

* Eighteen months ended June, 1921.

The figures afford convincing evidence of the steadily increasing importance of the friendly societies. The total amount disbursed in benefits in the year ended June, 1924, was £592,942, as compared with £330,000 in 1911 and £551,000 in 1919. The cost of sick pay and funeral donations during the last three years was much lower than in 1919, when an epidemic of influenza caused a greater financial loss to the societies than the war. The cost of medical attendance and medicine was higher, as additional charges were made by medical practitioners and pharmacists, and the average cost per adult member rose from 20s. 5d. in 1914 to 21s. 10d. in 1919, and to 27s. 5d. in 1923-24.

The large amounts grouped under the headings of "other receipts" and "other expenditure" in 1918 were due to transfers from the surplus sick and funeral funds of one society to the management fund. Absolutely and relatively, there has been a marked increase in the cost of management. In the year 1923-24 the total expenses, £145,977, were equal to 13s. 6d. per head of mean membership as compared with 9s. 5d. per head in 1914, and 11s. 7d. in 1919. In proportion to contributions and to total income, expenses in 1923-24 represented 20·5 per cent. and 16·1 per cent. respectively, as compared with 17·6 per cent. and 14·3 per cent. in 1914.

INSURANCE.

In New South Wales there is no legislation dealing specifically with the conduct of insurance business, the insurance companies being subject to the Companies Acts. The Life, Fire and Marine Insurance Acts of 1902 and 1917 were enacted in the State Parliament to provide for the protection of life insurance policies and annuities against creditors, and for the issue of special policies in substitution for those lost or destroyed. The section of the 1902 Act relating to marine insurance was superseded by the Commonwealth Marine Insurance Act of 1909, which defines the limit of marine insurance and regulates the terms of the contracts, the liability of the insurers, etc. A Commonwealth Act passed in 1905 limits the amount of assurance payable on the death of children. The maximum amount ranges from £5 in respect of children under 1 year to £45 in the case of children between the ages of 9 and 10 years, the sums being payable only to parents or their personal representatives. The provisions of the Act do not apply, however, to any insurance effected by persons having an insurable

interest in the lives insured or to insurances, *e.g.*, industrial assurances, effected by parents, in which the amount payable on the death of a child does not exceed the total amount of premiums actually paid, plus interest up to 4 per cent. per annum.

LIFE ASSURANCE.

There were thirty-one institutions transacting life assurance business in the State during 1923; nineteen were local, seven had their head offices in Victoria, one in Queensland, one in New Zealand, one in the United Kingdom, and two in the United States of America. Nine institutions are mutual, and twenty-two are partly proprietary companies, whose policy holders, however, participate to some extent in the profits. Several companies, with head offices outside the Commonwealth, unite life and other classes of insurance, and have local branches or agencies, but their transactions in life risks in this State are unimportant.

Particulars relating to life assurance are obtained from the reports published by the companies and from official returns collected under the Census Act of 1901.

Life assurance business in New South Wales is conducted generally on the principle of premiums which remain constant throughout the term for which they are payable. The rates quoted by the companies transacting new business in the State vary considerably, being affected by the conditions relating to bonuses and the age of the institutions.

New South Wales Business—Ordinary Branch.

The following tables relate only to assurances effected in New South Wales, and the extent of the business in force in the ordinary branch during the year 1923 is shown below:—

Institutions with Head Office in—	Policies in Force, exclusive of Annuities.	Amount Assured exclusive of Bonuses and Re-assurances.	Bonus Additions.	Total.	Annual Premiums Payable.
	No.	£	£	£	£
New South Wales ...	185,538	54,896,359	8,815,917	63,712,276	1,777,884
Other Australian States ...	57,556	14,483,099	351,859	14,834,958	546,738
New Zealand ...	807	89,400	4	89,404	3,794
United Kingdom ...	114	34,361	*	34,361	1,015
United States ...	3,027	1,783,949	84,414	1,868,363	53,588
Total ...	247,042	71,287,168	9,252,194	80,539,362	2,383,019

* Not available.

Of the amount assured 97 per cent. is with Australasian societies, 77 per cent. being with institutions with head offices in New South Wales, and 20 per cent. with other Australian institutions; nearly 3 per cent. is with American companies. The amount held by the British society is comparatively small, as it does not now accept life business in New South Wales. The average amount of assurance, exclusive of bonuses and re-assurances, per policy held in Australasian societies is £285, in the British £301, and in the American £589.

The business (exclusive of annuities) may be classified broadly in three categories—(1), whole-life assurance payable at death only; (2), endowment assurance payable at the end of a specified period or at death prior to the expiration of the period; (3), pure endowment, payable only in case of survival for a specified period.

Particulars regarding each class of assurance in the ordinary branch in force in 1922 and 1923 are shown below:—

Classification.	1922.				1923.			
	Policies in Force.	Amount Assured exclusive of Bonuses and Re-assurances.	Bonus Additions.	Annual Premiums Payable.	Policies in Force.	Amount Assured exclusive of Bonuses and Re-assurances.	Bonus Additions.	Annual Premiums Payable.
	No.	£	£	£	No.	£	£	£
Assurance...	96,334	41,733,869	6,037,100	1,261,980	101,627	45,421,934	6,549,741	1,375,476
Endowment Assurance	130,871	23,771,308	2,518,699	910,585	128,623	23,735,620	2,659,667	917,586
Pure Endowment	16,869	2,226,762	42,833	90,532	16,792	2,129,614	42,786	89,957
Total...	244,074	67,736,939	8,648,632	2,263,097	247,042	71,287,168	9,252,194	2,383,019

The majority of the policies, viz., 52 per cent., represents endowment assurances; whole-life policies were 41 per cent., and endowments 7 per cent. of the total number. The amount assured under the whole-life policies represents 64 per cent. of the total (exclusive of bonus additions), the average per policy being £447; endowment assurance policies, with an average of £185 per policy, cover 33 per cent. of the total amount assured; and endowment policies, with an average of £127 per policy, 3 per cent.

Industrial Assurance.

A large business in industrial assurance has developed in New South Wales during recent years. The policies in this class are for small amounts, and the premiums in most cases are payable weekly or monthly. Industrial business in the State is transacted by the Australasian companies only.

The following table shows the industrial business in force in New South Wales at the close of 1923:—

Institutions with Head Office in—	Policies in Force, exclusive of Annuities.	Amount Assured, inclusive of Bonuses.	Annual Premiums Payable.
	No.	£	£
New South Wales ...	279,398	10,513,993	611,932
Other Australian States ...	127,772	4,323,869	310,829
New Zealand ...	12,080	380,509	21,478
Total ...	419,250	15,218,371	944,239

In the industrial branch 76 per cent. of the number of policies and 81 per cent. of the amount were held in the form of endowment assurance. Whole-life policies represented 19 per cent. of the number and 14 per cent. of the amount assured. The average amount per policy was £36, viz., assurance £27, endowment assurance £39, and endowment £35.

A classification of the industrial business in force in New South Wales is shown below:—

Classification.	1922.			1923.		
	Policies in Force.	Amount Assured inclusive of Bonus Additions.	Annual Premiums Payable.	Policies in Force.	Amount Assured inclusive of Bonus Additions.	Annual Premiums Payable.
	No.	£	£	No.	£	£
Assurance	79,537	2,039,120	117,090	80,722	2,145,238	121,617
Endowment Assurance	290,083	10,720,739	676,243	318,681	12,371,791	774,611
Pure Endowment... ..	20,042	621,476	44,882	19,847	701,342	48,011
Total	389,662	13,381,335	838,215	419,250	15,218,371	944,239

Transactions in annuities are not numerous, the business in force in New South Wales in 1923 being 609 policies for an aggregate amount of £42,109 per annum in the ordinary branch, and six policies representing £376 per annum in the industrial department.

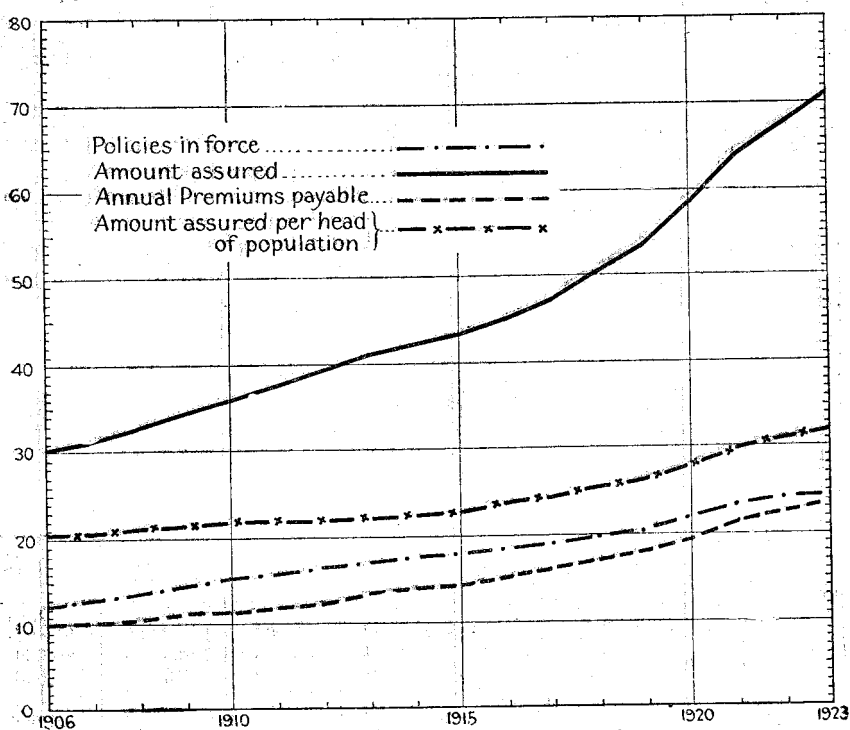
New Business.

The new life assurance business, ordinary and industrial, effected in New South Wales during the last ten years is compared in the following table:—

Year.	Ordinary Branch.			Industrial Branch.		
	Number of Policies.	Amount Assured.	Annual Premiums Payable.	Number of Policies.	Amount Assured.	Annual Premiums Payable.
		£	£		£	£
1914	17,217	3,914,935	142,792	48,267	1,332,966	91,427
1915	15,976	3,784,103	147,554	45,188	1,258,683	86,959
1916	16,372	4,100,923	166,301	50,649	1,516,518	102,668
1917	18,010	4,914,896	192,308	53,491	1,720,790	115,738
1918	21,643	5,972,028	252,052	62,279	2,138,259	145,630
1919	21,543	6,483,990	236,541	64,199	2,437,850	160,699
1920	28,837	7,973,324	281,379	70,305	2,986,482	187,560
1921	27,705	8,693,745	306,867	79,318	3,819,905	225,134
1922	25,441	8,544,638	301,447	88,316	4,302,371	266,166
1923	26,557	9,474,386	322,676	94,633	4,736,141	292,765

The incidence of the war caused a decrease in the volume of new insurances. In 1916 business began to improve, and the amount assured under new policies in the ordinary branch has risen since in each year by nearly 10 per cent., except in 1918 and in 1920, when there was a much more rapid growth, and the amount of new assurances rose by over 22 per cent. The abnormal increase in 1918 was due in a large measure to arrangements made by some of the societies for combining life assurance with war loan subscriptions. In 1920 it was attributable to general expansion in business activities. In the industrial branch the movement in regard to new business was somewhat similar until 1916; then business began to expand at a remarkable rate, the amount of new assurances rising by over 20 per cent. in each year, except in 1917 and 1919, when it increased by over 13 per cent. In 1922 the amount of new assurances in the ordinary branch declined by £149,107, but the increase in the new industrial business continued, the amount being greater by £482,466, or 12·6 per cent., than in the previous year. In 1923 both classes of assurance increased by over 10 per cent., viz., ordinary by £929,748 and industrial by £433,770. The average amount per new policy in the ordinary branch increased from £227 in 1914 to £357 in 1923.

LIFE ASSURANCE - ORDINARY BUSINESS 1906 to 1923



The numbers at the side of the Graph represent 10000 policies, £1000000 of Assurances, £100000 of Premiums and £1 per head of population.

A comparative statement of the amount of ordinary and industrial business, excluding bonuses and annuities, in force in New South Wales during each of the last ten years is shown below—

Year.	Ordinary Branch.			Industrial Branch.		
	Policies.	Amount Assured.	Annual Premiums Payable.	Policies.	Amount Assured.	Annual Premiums Payable.
	No.	£	£	No.	£	£
1914	178,483	42,602,910	1,432,261	202,439	4,712,117	290,597
1915	181,671	43,520,335	1,465,347	211,881	5,000,021	318,306
1916	187,514	45,460,333	1,550,311	229,728	5,599,819	358,126
1917	192,962	47,636,307	1,644,692	248,037	6,298,106	404,836
1918	201,559	50,812,701	1,741,249	273,716	7,301,713	472,448
1919	207,906	53,953,151	1,828,780	294,573	8,275,956	535,666
1920	222,166	58,510,165	1,973,347	323,386	9,742,791	621,908
1921	236,973	64,017,662	2,154,782	358,493	11,711,733	730,561
1922	244,074	67,736,939	2,263,097	389,662	13,374,191	838,215
1923	247,042	71,287,168	2,383,019	419,250	15,156,155	944,239

The amount assured in the ordinary branch has increased by over 28½ millions, or by 67 per cent., since 1914, and in the industrial branch by nearly 10½ millions, or by 232 per cent. The development of life assurance in relation to the population is shown in the following statement, which illustrates also the increase in the average amount per policy and in the premium payable.

Year.	Policies per 1,000 of Population.		Amount Assured per Head of Population.		Average Amount Assured Per Policy.		Average Annual Premium payable per Policy.	
	Ordinary.	Industrial.	Ordinary.	Industrial.	Ordinary.	Industrial.	Ordinary.	Industrial.
	No.	No.	£ s. d.	£ s. d.	£	£	£ s. d.	£ s. d.
1914	95	108	22 12 8	2 10 1	239	23	8 0 6	1 9 4
1915	96	112	22 19 2	2 12 9	240	24	8 1 4	1 10 1
1916	99	122	24 1 10	2 19 4	242	24	8 5 4	1 11 2
1917	100	129	24 15 10	3 5 7	247	25	8 10 6	1 12 8
1918	103	139	25 17 7	3 14 5	252	27	8 12 9	1 14 6
1919	102	144	26 9 2	4 1 2	260	28	8 15 11	1 16 4
1920	106	154	27 19 1	4 13 1	260	30	8 17 8	1 18 6
1921	111	168	30 1 3	5 10 0	270	33	9 1 10	2 0 9
1922	112	179	31 3 0	6 3 0	277	34	9 5 5	2 3 0
1923	112	190	32 4 10	6 17 1	289	36	9 12 11	2 6 1

In 1923 one in every nine persons in the State held a policy in the ordinary branch, and one in every five an industrial policy, the amounts assured per head of population being £32 4s. 10d. in the ordinary branch and £6 17s. 1d. in the industrial.

Australasian Assurance Societies—Total Business.

The life assurances undertaken in New South Wales by foreign companies represent only a small proportion of their total business, and particulars relating to their transactions have been omitted from the following statements, which relate mainly to the finances of the institutions.

A summary of the total business—ordinary and industrial—of the Australasian societies, and of the amount of receipts, expenditure, and accumulated funds, at intervals since 1895, is shown below.

Year.	Societies.	Policies in Force.	Receipts.	Expenditure.	Accumulated Funds, including Paid-up Capital.	Interest.	
						Amount Received.	Average Rate Realised on Mean Funds.
	No.	No.	£ 000	£ 000	£ 000	£ 000	per cent.
1895	10	268,242	3,392	2,334	20,438*	1,037	5·21
1900	11	331,868	4,093	2,648	26,491*	1,162	4·51
1905	14	756,585	5,437	3,834	34,916	1,528	4·48
1910	11	1,056,173	7,131	4,619	45,668	1,963	4·46
1915	14	1,424,196	9,474	6,085	61,572	2,836	4·74
1920	14	1,944,845	14,079	7,944	83,029	4,116	5·16
1921	22	2,095,728	15,388	8,950	90,208	4,571	5·28
1922	24	2,245,338	16,661	9,994	97,408	5,022	5·35
1923	28	2,379,784	19,115	11,281	106,007	5,507	5·41

* Exclusive of capital and reserve funds, etc.

The annual additions to the funds have shown a considerable increase since 1910, and there has been a gradual increase in earning power since that year, when 4·46 per cent. was realised, and the most recent rate, 5·41 per cent., is slightly higher than that of 1895, being the highest return during the period under review. A comparison with the bank rate of interest on fixed deposits, given on page 525, shows that diminished rates were general until a slight increase took place between the years 1910 and 1915, and continued during following years, and the interest earned by the insurance companies has held a correlation to the general tendency.

The following table shows details of the receipts and disbursements of the Australasian institutions during 1923 for both classes of business:—

Particulars.	Ordinary Branch.	Industrial Branch.	Total.
Receipts—			
Premiums—	£	£	£
New	2,268,768	81,124	2,349,892
Renewal	8,154,866	2,815,007	10,969,873
Consideration for Annuities...	60,817	...	60,817
Interest	4,825,842	538,426	5,364,268
Rents and other Receipts ..	316,967	53,617	370,584
Total Receipts	15,627,260	3,488,174	19,115,434
Expenditure—			
Claims	5,197,744	603,212	5,806,956
Surrenders	1,094,384	56,082	1,150,466
Annuities	120,923	295	121,218
Cash Bonuses and Dividends ...	398,767	73,691	472,458
Expenses, including commission, brokerage, taxes...	1,952,560	1,204,312	3,156,872
Amount written off to Depreciation, Reserves, Transfers, etc. ...	482,339	91,086	573,425
Total Expenditure	9,246,717	2,034,678	11,281,395

The receipts of the Societies consist mainly of premiums on policies and of interest arising from investments. The former represented 70 per cent. of the receipts in 1923 and the latter 28 per cent. Payments on account of death claims, policies matured and surrendered, and cash bonuses and dividends amounted in 1923 to £6,811,818 or 74 per cent. of the total expenditure in the ordinary branch, and £739,280, or 36 per cent., in the industrial branch. Expenses of management constituted 21 per cent. of the expenditure in the ordinary branch, and 59 per cent. in the industrial.

Expenses of Management.

The ratio between management expenses and premium income must necessarily vary with the volume of new business transacted, and with the age of the society, quite apart from the competition for new business. The

following figures show in respect of the ordinary and industrial departments of the Australasian societies the cost of management, including commission and taxes, and its proportion to premium income and gross receipts.

Year.	Management Expenses.	Premium Income.	Gross Receipts	Management Expenses.	
				Per cent. of—	
				Premium Income.	Gross Receipts.
	£	£	£		
1895	438,524	2,380,167	3,392,423	18·42	12·93
1900	565,380	2,799,512	4,093,376	20·19	13·81
1905	858,741	3,500,448	5,437,589	24·53	15·79
1910	1,016,153	5,074,204	7,131,250	20·03	14·25
1915	1,252,438	6,591,572	9,474,126	19·00	13·22
1920	2,222,218	9,870,814	14,079,302	22·51	15·78
1921	2,643,403	10,649,745	15,387,948	24·82	17·18
1922	2,872,387	11,453,770	16,661,049	25·08	17·29
1923	3,156,872	13,380,582	19,115,434	23·59	16·51

The expenses of management of the ordinary business in 1923 represented in the aggregate 12·5 per cent. of the total receipts, and 18·6 per cent. of the premium income, and of the industrial branch, 34·5 and 41·6 per cent. respectively.

The expenses of the industrial branch are necessarily very high in proportion to the receipts, on account of the house-to-house method of collection, which is an essential feature of the system.

Particulars regarding the management expenses of the ordinary and industrial branches are stated separately in the following table for each year since 1915.

Year.	Ordinary Branch.		Industrial Branch.	
	Proportion of Management Expenses to—			
	Premium Income.	Total Receipts.	Premium Income.	Total Receipts.
	per cent.	per cent.	per cent.	per cent.
1915	15·39	10·32	38·86	34·12
1916	15·45	10·28	38·82	33·82
1917	16·34	10·86	38·23	33·21
1918	16·65	11·05	38·06	32·80
1919	18·06	11·91	38·33	32·90
1920	18·60	12·48	38·40	32·80
1921	20·88	13·80	39·70	33·40
1922	21·02	13·75	39·32	33·00
1923	18·62	12·49	41·58	34·53

In the ordinary branch the lowest proportion of management expenses to premium income shown by any company in 1923 was 9·55 per cent. and to total receipts 7·16 per cent. In the industrial branch the lowest proportions were 30·75 per cent. and 24·63 per cent. respectively.

The proportions were highest in the case of companies established recently, whose disbursements exceeded premium income, owing to initial expenses, such as the cost of foundation, organisation, brokerage, and other items which will not be incurred again.

Liabilities and Assets.

The following table gives a summary of the liabilities and assets of the Australasian societies in the year 1923:—

Liabilities.		Assets.	
Assurance Funds—	£	Loans—	£
Participating in Profits ...	97,875,902	On Mortgage ...	23,030,226
Not participating in Profits ...	964,031	„ Municipal and Other	
Claims Investment Fund ...	48,964	Local Rates ...	14,040,090
Other Assurance Funds ...	4,268,624	„ Reversionary, Life, and	
		Other Interests ...	551,742
Total ...	103,157,521	„ Policies ...	11,055,193
Other Funds—		„ Personal Security ...	37,543
Guarantee and Contingency		„ Government Securities..	341,656
Funds ...	49,151	„ Other Debentures and	
Investment Fluctuation		Bonds ...	939,138
Fund ...	706,148	„ Miscellaneous Loans ...	162,445
Paid-up Capital ...	1,800,606	Total ...	50,158,033
Reserve Funds ...	293,947		
Total Funds ...	106,007,373		
Other Liabilities—		Government Securities ...	49,750,186
Claims admitted but not		Real Estate ...	4,566,867
paid ...	1,106,626	Other Assets ...	6,893,962
Outstanding Accounts ...	200,315		
Miscellaneous ...	4,054,734	Total Assets ...	£111,369,048
Total Liabilities ...	£111,369,048		

In some of the States companies are obliged by law to deposit certain sums with the Treasury as a guarantee of good faith, and these amounts are included in their balance-sheets under the head of Government securities or of deposits.

In former years insurance companies sought only such forms of investment as loans on mortgage, municipal securities, policies of members, etc., but recently attention has been given to Government securities and investments in shares, and since 1915 large sums have been subscribed to war loans. Considerable sums are deposited also with banks, or invested in freehold and leasehold property. Investments on personal security are unusual, and are generally combined with life policies, the total amount under this heading in the year 1923 being only £37,543.

The following comparison relating to liabilities and assets illustrates the rapid growth of the funds, etc., of the assurance societies:—

Year.	Societies.	Liabilities.			Assets.		
		Paid-up Capital and Accumulated Funds.	Other Liabilities.	Total.	Loans on Mortgages, Policies, etc.	Securities, Freehold Property, etc.	Total.
	No.	£	£	£	£	£	£
1895	10	21,497,059*	...	21,497,059	15,600,229	5,896,839	21,497,059
1900	11	27,471,223*	...	27,471,223	19,013,579	8,457,644	27,471,223
1905	11	34,915,842	951,520	35,867,362	22,072,061	13,795,301	35,867,362
1910	11	45,668,204	775,785	46,443,989	30,625,778	15,818,211	46,443,989
1915	14	61,572,309	1,619,028	63,191,337	45,535,992	17,655,345	63,191,337
1920	14	83,028,808	6,992,147	90,020,955	40,127,817	49,893,138	90,020,955
1921	22	90,207,633	6,533,051	96,740,684	42,073,513	54,667,171	96,740,684
1922	24	97,408,397	4,920,478	102,328,875	45,518,207	56,810,668	102,328,875
1923	28	106,007,373	5,361,675	111,369,048	50,158,033	61,211,015	111,369,048

* Includes other liabilities.

The aggregate amount of paid-up capital and accumulated funds has more than doubled since 1910. The ratio of loans on mortgages, etc., to

total assets, which was between 60 and 70 per cent. up to the year 1915, has been reduced since to 45 per cent., and Government securities which, in 1915, represented only 17 per cent. of the assets, showed a ratio of 44 per cent. in 1923.

FIRE, MARINE, AND GENERAL INSURANCE.

The companies transacting fire, marine, and general insurance (as distinct from life assurance) business in New South Wales during 1924 numbered 98, and some of the life companies issued accident and workmen's compensation policies also. In 1923-24 the aggregate liabilities in New South Wales and elsewhere amounted to £340,297,942, of which £34,904,213 represented paid-up capital; reserve funds amounted to £27,451,048; reserve for unearned premiums, £56,301,505; insurance and other funds, £135,134,485; and outstanding losses and other liabilities, £86,506,691. The assets comprised the following items;—Mortgages and other loans, £14,245,932; Government securities and other investments, £233,245,148; land and house property, £25,144,938; cash on deposit, current account, and in hand, £21,624,230; and other assets, £46,037,694.

The nature of the local insurances effected during the year ended 30th June, 1924, is shown in the following table. The particulars relate to New South Wales risks only; that is, to all business written by the companies in their New South Wales books. Premiums exclude re-insurances and returns; and treaty arrangements are not taken into consideration. In the case of losses, amounts recovered from Australasian re-insuring offices are excluded also. Interest receipts cannot be distributed among the various classes of insurance and are included in one item—

Nature of Insurance.	Premiums less Re- insurances and Returns.	Expenditure.						
		Losses, less Re- insur- ances.	Expenses of Management.		Total.	Proportion of Premium Income.		
			Com- mission and Agents' Charges	Other.		Losses.	Com- mission and Agents' Charges	Other Mane- gment Expen- ses.
	£	£	£	£	£	percent.	percent.	percent.
Fire	1,963,581	1,366,425	308,642	497,170	2,172,237	69·59	15·72	25·32
Marine	488,817	321,621	39,752	100,609	461,982	65·80	8·13	20·58
Accident	126,991	59,956	32,778	27,546	120,280	47·21	25·81	21·69
Employers' Liability and Workmen's Compensation...	521,780	342,384	57,770	108,433	508,587	65·62	11·07	20·78
Public Risk, Third Party ..	33,820	9,716	4,599	7,427	21,742	28·73	13·59	21·96
Plate-glass	50,903	16,375	8,959	12,176	37,510	32·17	17·60	23·92
Motor Car and Motor Cycle ..	400,354	257,394	63,079	84,260	404,833	64·29	15·75	21·07
Hailstone	40,217	9,446	8,617	11,666	29,729	23·49	21·42	29·01
Boiler Explosion	8,983	4,154	774	3,746	8,674	46·24	8·62	41·70
Live Stock	24,063	11,030	4,425	7,264	22,719	45·84	18·39	30·19
Burglary	38,089	14,324	5,902	8,580	28,806	37·61	15·49	22·53
Guarantee	19,799	5,901	3,118	4,554	13,573	29·80	15·75	23·00
Loss of Profits	55,819	16,949	7,519	11,179	35,647	30·36	13·47	20·03
Sprinkler	1,487	429	181	298	908	28·85	12·17	20·04
Other	4,334	842	691	933	2,466	19·43	15·94	21·53
Total Premiums	3,779,037	..	..	..	..	..	..	..
Total Interest, etc. ...	175,671	..	..	..	..	..	..	..
Total	3,954,708	2,436,946	546,806	885,941	3,869,693	64·48	14·47	23·49

The total premiums amounted to £3,779,037, and the losses to £2,436,946, the latter being 64·5 per cent. of the premiums. The expenses for commission and agents' charges were £546,806, and for general management £885,941, making a total of £1,432,747, or 37·9 per cent. of the premium income and 36·2 of the gross revenue.

The principal classes of insurance, according to the amount of net premiums in 1923-24, were fire, employers' liability and workmen's compensation, marine, motor vehicles, and accident. The premium receipts in respect of fire insurance increased largely in 1921, as insurers increased the amount of their policies in view of the increases in the value of property. Another marked increase took place in 1924.

Insurance relating to the liability of employers has grown rapidly as wages have risen, and legislation in 1920 extended the application of the Workmen's Compensation Act to higher paid employees. The net premium receipts rose from £206,448 in 1918 to £545,962 in 1922, when rate of wages were rising. They have since declined to £521,780. The losses represent nearly 66 per cent. and expenses 32 per cent. of the premiums.

The insurance of motor cars is another class of business which has developed rapidly with the increased use of the vehicles. The premiums received in 1923, viz., £253,231, were more than four times the amount in 1918, and there was a further increase to £400,354 in 1924. The premiums for accident insurance have doubled during the last six years. Marine insurance business increased steadily from 1918 to 1921, then the premium receipts declined considerably as a result of the decreased activity in the shipping trade.

In proportion to premium income the losses and expenses vary greatly in the different classes of insurance. The ratio of losses was highest in 1924 in regard to the following, in the order named—fire, marine, employer's liability, motor vehicles, accident. The commission and agents' charges were highest in proportion to premiums in accident insurance. The proportion of other management expenses depends to a great extent on the volume of business transacted by the individual companies.

A summary of the revenue and expenditure in respect of general insurance transactions in New South Wales in each of the last five years is shown below:—

Particulars.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Revenue—					
Net Premiums	2,465,372	3,565,989	3,497,395	3,466,603	3,779,037
Interest, etc.	83,296	108,018	148,993	165,920	175,671
Total	2,548,668	3,674,007	3,646,388	3,632,523	3,954,708
Expenditure—					
Losses	1,229,662	1,753,415	2,085,557	2,073,434	2,436,946
Management—					
Commission and Agents' Charges	286,284	471,187	471,090	483,306	546,806
Other Expenses	685,951	795,370	860,853	842,342	885,941
Total	2,201,897	3,019,972	3,417,500	3,399,082	3,860,693
Proportion of Premium Income—	per cent.	per cent.	per cent.	per cent.	per cent.
Losses	49·88	49·17	59·63	59·81	64·48
Expenses—					
Commission, etc.	11·61	13·21	13·47	13·94	14·47
Other	27·82	22·30	24·61	24·30	23·46

Fire business constitutes more than half of the general insurances. In 1920 the net premiums for fire risks were £1,380,079; the expenditure, including losses £735,834, amounted to £1,329,287, and the apparent surplus was less than £51,000. In 1921 a large increase brought the premium income to the sum of £1,876,755. The expenditure was £1,721,194, including

losses £998,280, leaving a surplus of £155,561. In 1922 the net premiums were slightly higher, but losses showed a marked increase, and there was an apparent deficit of £104,100, and in the following year the premiums declined but losses increased and the apparent deficit amounted to £195,718. In 1924 the premiums amounted to £1,963,581 and the expenditure to £2,172,237 including losses £1,366,425; the apparent deficit was £208,656.

Fire policies are generally for a period of twelve months, and the majority of the insurance companies set aside annually a reserve for unexpired risks—usually an amount equal to 40 per cent. of the net premium income. By reviewing the figures to calculate a reserve on that basis, it will be found that fire business has steadily become less favourable to the companies in each of the last five years, that is, so far as business in New South Wales is concerned. There was a net underwriting loss of £10,074 in 1920, £43,109 in 1921, £107,207 in 1922, and £186,739 in 1923, and £249,263 in 1924. The foregoing figures relating to fire business are exclusive of interest earnings.

The total amount of the fire insurance written in 1922 was £448,034,000; in 1923 the value was £475,391,000; and in 1924 it was £501,380,478. The measures taken for the prevention of fire are described in the chapter "Local Government."

BANKRUPTCY.

Statistics relating to the sequestration of estates by persons who are unable to pay their debts, afford in a general way an indication of the financial condition of the community. Petitions for sequestration orders may be made to the Supreme Court of New South Wales by the debtor, or by a creditor. The effect of an order is to vest the property of the bankrupt in an official assignee for division amongst the creditors, the bankrupt being required to lodge with the Registrar in Bankruptcy a statement of his affairs. Creditors may accept proposals for a composition in satisfaction of the debts due to them, or for a scheme of arrangement of the bankrupts' affairs, which becomes binding if approved by the Court and by a majority of creditors representing three-fourths of the proved claims.

A Bankruptcy Act was passed by the Federal Parliament in October, 1924, and it will come into operation on a date to be proclaimed. It will supersede the Bankruptcy and Insolvency Acts of the States, with the exception of any provisions relating to matters not dealt with in the Federal Act.

Particulars of petitions in bankruptcy during each of the years 1914 to 1923 are shown in the following table:—

Year.	Petitions in Bankruptcy.			Petitions With-drawn, Refused, etc.	Sequestrations.			
	Voluntary.	Compulsory.	Total.		Orders Granted.	Liabilities.	Assets.	Ratio of Assets per £ of Liabilities.
						£	£	s. d.
1914	282	123	405	30	375	323,111	141,068	8 9
1915	301	147	448	43	405	428,700	166,748	7 10
1916	248	145	393	43	350	388,448	303,893	15 10
1917	178	123	301	34	267	227,663	208,093	18 3
1918	184	113	297	33	264	221,928	115,776	10 5
1919	193	123	316	34	282	323,222	189,920	11 9
1920	210	134	344	55	259	204,594	139,550	13 8
1921	208	186	394	70	324	311,900	166,457	10 8
1922	247	234	481	78	403	440,856	251,185	11 5
1923	360	308	668	98	570	659,314	282,657	8 7

The combined effects of war and drought caused financial embarrassment in 1914 and 1915, and the number of petitions rose considerably. A marked improvement commenced in 1916 and continued for three years, then the numbers began to increase. A steep rise of 70 per cent. took place in the last two years. The average amount of liability in each year is usually less than £1,000 per sequestration, but the figure in 1923 was £1,157. The ratio of assets to liabilities varies considerably, but the amounts stated in the table are taken from the bankrupts' schedules, and differ widely from the values established after investigation by the Court.

A bankrupt may apply to the Court, three months after the date of sequestration, for a certificate of discharge to release him from his debts. Estates may be freed from sequestration also if the creditors accept a composition or a scheme of arrangement, or if they are paid in full or give a legal quittance of the debts due to them. It is remarkable, however, that a comparatively small proportion of the estates are freed, though the property of an uncertificated bankrupt, even if acquired after sequestration, is liable to seizure on behalf of unsatisfied creditors. The number of sequestration during the ten years ended 1923 was 3,529, and only 1,007 estates were freed by certificates of discharge or release.

TRANSACTIONS IN REAL ESTATE.

The procedure in regard to land transfers is regulated under the Real Property Act, commonly known as the "Torrens" Act, which was passed in 1862 and, with its amendments, consolidated in 1900. Its main features are the transfer of real property by registration of title instead of by deeds, the absolute indefeasibility of the title when registered, and the protection afforded to owners against possessory claims, as the title issued under the Act stands good, notwithstanding any length of adverse possession. Lands may be placed under the Real Property Act only when the titles are unexceptional. All lands sold by the Crown since the passing of the Act have been conveyed to purchasers under the provisions of the Real Property Act, but transactions in respect of earlier grants are governed by the Registration of Deeds Act unless the land has been brought under the operation of the "Torrens" Act.

The area of Crown grants registered under the Real Property Act and the total consideration expressed in the grants in each year since 1920 are shown below, also the area and value of private lands brought under the Act:—

Year.	Area.			Value.		
	Crown Lands.	Private Lands.	Total.	Crown Lands.	Private Lands.	Total.
	acres.	acres.	acres.	£	£	£
1920	1,022,601	30,060	1,052,661	981,996	1,800,904	2,782,900
1921	624,089	44,613	668,702	640,499	1,838,971	2,479,470
1922	1,012,374	65,287	1,077,661	960,425	2,322,420	3,282,845
1923	865,238	45,085	910,323	806,066	2,889,081	3,695,147
1924	749,764	35,341	785,105	708,130	1,919,658	2,627,788

During the whole period since the Torrens Act came into operation 41,555,728 acres of Crown lands have been conveyed under its provisions, the total consideration expressed in the grants being £41,042,809. Of the private lands granted before 1862, a total area of 2,619,763 acres, valued at £55,858,979, has been brought under the Real Property Act, the deeds under earlier legislation being cancelled.

Transactions in respect of transfers and conveyances of private lands usually reflect the general condition of business throughout the State, but

the published records, showing the amount of consideration paid on sales, do not indicate the actual volume of the transactions, as the figures are swollen in some years by reason of inflation of values or the prevalence of speculation.

The following table shows for each year of the past decade the amount paid as money consideration on sales of private lands, estates sold on long terms being excluded.

Year.	Conveyances or Transfers.			Year.	Conveyances or Transfers.		
	Under Deeds Registration Act.	Under Real Property (Torrens) Act.	Total.		Under Deeds Registration Act.	Under Real Property (Torrens) Act.	Total.
	£000	£000	£000		£000	£000	£000
1915	3,153	11,850	15,003	1920	9,705	45,271	54,976
1916	3,370	12,189	15,559	1921	9,298	35,966	45,264
1917	3,979	11,619	15,598	1922	10,710	31,622	42,332
1918	3,995	16,835	20,830	1923	9,632	44,204	53,836
1919	4,859	21,070	25,929	1924	9,417	38,554	47,971

There was an appreciable drop in the value of the land sales in 1915, and little advance was made until 1918, when the values rose in two years from £15,598,000 to £25,929,000, or by 66 per cent. The figures for 1920 reflect a condition of unusual activity, which has been noted in regard to other phases of the financial affairs of the State, and the consideration in respect of transfers, etc., was more than twice the figure for the previous year. A decline of £9,700,000, or 18 per cent., in 1921 and a further decline of nearly £3,000,000 in the following year were succeeded by a rapid rise in 1923, when the value, £53,836,000, was only £1,140,000 less than in 1920. There was a decline of 11 per cent. in 1924.

As already mentioned, the Real Property Act provides that on the issue of a certificate the title of the person named in the certificate is indefeasible. If a transfer has been made in error, the holder of a certificate cannot be dispossessed of the property concerned unless he has acted fraudulently, and therefore provision has been made to enable the Government to compensate persons erroneously deprived of property. An assurance fund was created by means of a contribution of one halfpenny in the pound on the declared capital value of property when first brought under the Act and upon transmission of titles of estates of deceased persons. In 1907 the fund, amounting to £255,059, was amalgamated with the Closer Settlement Funds, to which subsequent contributions have been paid.

REGISTRATION OF MONEY-LENDERS.

Under the Money-lenders and Infants' Loans Act, 1905, money-lenders must be registered at the Registrar-General's Office, and they must conduct their business only under their own or their firms' names, and at their registered offices. The term "money-lender" includes every person or company transacting the business of money-lending, but it excludes licensed pawn-brokers, registered friendly societies, institutions incorporated by special Act of Parliament to lend money, and banking and insurance companies. The number of registrations and renewals during the year 1924 was eighty-eight.

MORTGAGES AND BILLS OF SALE.

Mortgages, except those regulated by the Bills of Sale Act and the Merchant Shipping Act, may be registered at the Registrar-General's Office, but there is a large number of unregistered mortgages of which records are not obtainable.

The amount of consideration for which a mortgage stands as security is not always stated in the deeds, the words "valuable consideration" or "cash credit" being inserted in cases where the advances are liable to fluctuation. As this occurs frequently when the property mortgaged is of great value, an exact statement of the total advances against registered mortgages cannot be made.

Mortgages of land are registered under the Deeds Registration Act or the Real Property Act, according to the title of the property at the date of mortgage. The consideration given generally represents the principal owing, but in some cases it stands for the limit within which clients of banks and of other loan institutions are entitled to draw.

Liens on wool, mortgages on live stock, and liens on growing crops are registered under special Acts. Mortgages on live stock are current till discharge, and liens on wool mature at the end of each season, terminating without formal discharge. The duration of liens on agricultural and horticultural produce may not exceed one year. Such advances do not usually reach large sums, as there is an element of uncertainty in the security offered.

Mortgages on personalty other than ships and shipping appliances, wool, live stock, and growing crops are filed at the Supreme Court, though the Transfer of Records Act, 1923, which will come into force on a date to be proclaimed, provides for the registration of bills of sale at the office of the Registrar-General. A bill of sale comprising household furniture actually in use is ineffective unless the consent of the wife or the husband of the maker or the giver of the bill is endorsed thereon. The law requires that each document must be filed within thirty days after it is made or given, otherwise the transaction is void as against execution creditors and against the official assignee or the trustee of a bankrupt estate. The registration must be renewed every twelve months, and in order to prevent fraud and imposition the records are open to the inspection of the public. Information is not readily available to show the total amount of advances made annually on bills of sale.

Mortgages of registered British vessels are arranged under the Imperial Merchant Shipping Act of 1894. Transactions of this nature are divided into two classes, one in which the vessel is the sole security, and the other in which the advances are made on the security of the "account current," which may consist of ships, land, and other properties.

Particulars of the mortgages of land, crops, wool, and live stock, and of ships effected during each of the last five years, are shown below. The figures relating to ships refer to the period of twelve months ended in June of the year stated:—

Year.	Mortgages of Land.		Mortgages on Crops, Wool, and Live Stock.				Mortgages of Ships.	
	Number.	Consideration.	Number.			Consideration.	Number.	Consideration.
			Crops.	Wool.	Live Stock.			
		£				£		£
1920	39,016	35,423,499	4,620	1,198	2,855	3,055,843	13	34,416
1921	37,511	33,873,654	2,894	742	2,268	2,666,654	15	23,494
1922	41,573	33,980,821	3,057	1,177	4,387	2,585,435	22	49,113
1923	46,876	42,031,310	6,117	1,517	4,446	3,001,316	16	8,450
1924	43,698	42,935,204	6,692	1,855	4,783	3,244,554	30	427,192

The amounts shown under the heading "Consideration" include only the cases in which a specific amount is stated in the deeds, whether the

amount was actually advanced or not. In view of the number of mortgages in which the amount is omitted, it is probable that the totals are understated. Complete records of discharges and foreclosures are not available.

PRIVATE WEALTH AND INCOMES.

Estimates of the wealth of New South Wales at intervals since 1891 were reviewed in detail in the 1921 issue of the Year Book, and the following statement supplies a brief summary of the estimates relating to private wealth at ten-year intervals since 1901, the total value of the main classes of property being shown, and the value per head:—

Item.	Estimated Value.					
	Total.			Per Head of Population.		
	1901.	1911.	1921.	1901.	1911.	1921.
	£000	£000	£000	£	£	£
Land (unimproved value) ...	112,895	169,232	263,363	82·6	101·7	124·9
Houses, etc., and other permanent improvements ...	151,798	213,057	392,073	111·1	128·0	186·0
Live Stock ...	31,937	41,999	51,347	23·4	25·2	24·4
Coin and Bullion ...	8,780	15,879	10,918	6·4	9·5	5·2
Merchandise ...	27,190	47,268	105,297	19·9	28·4	50·0
Private Railways ...	584	958	1,510	·4	·6	·7
Mines and Mining Plant ...	6,960	10,120	13,500	5·1	6·1	6·4
Machinery and Implements ...	10,448	19,777	43,107	7·6	11·9	20·4
Shipping ...	2,528	2,910	5,332	1·8	1·8	2·5
Household effects, Vehicles, etc.	11,845	26,450	48,416	8·7	15·9	23·0
Personal effects ...	3,603	6,166	13,067	2·6	3·7	6·2
Total Private Property...	368,568	553,816	947,930	269·6	332·8	449·7

The composition of the private wealth has changed little since 1901. In point of value, land has become a less important item of wealth, and permanent improvements to land have become the most valuable class of property. The proportions of the private wealth represented by trading stocks and machinery respectively, have increased considerably, and the relative values of livestock, metallic currency, and mining properties have declined. The large increase in the value of household and personal effects illustrates the growth of domestic and personal comfort.

Particulars of the distribution of wealth amongst the citizens of New South Wales may be obtained from the result of a census taken by the Commonwealth Government in 1915, when all persons aged 18 years and over were required to furnish returns if they possessed property, or held property, or were in receipt of income.

The results, which were published in detail in the 1918 and 1921 issues of the Year Book, indicate that 792,556 persons in New South Wales who furnished returns owned assets amounting in the aggregate to £468,994,322; 17·1 per cent. did not possess any assets; 80·9 per cent. had assets worth less than £5,000, constituting 48·3 per cent. of the aggregate value; and 2 per cent. owned 51·7 per cent. of the wealth. The figures are exclusive of the value of interest in trust estates, assurance policies and annuities, and prospective benefits from friendly societies, but they include assets located outside New South Wales owned by residents of the State.

Estates of Deceased Persons.

Further information relating to the distribution of wealth may be gleaned from returns relating to the estates of deceased persons which are valued for the purpose of assessing death duties. In accordance with the provisions of the Stamp Duties Act of 1920 the estates are deemed to include all the

property of the deceased persons which is situated in New South Wales, including property which, within three years prior to death, was transferred as a gift, or vested in a private company or trust in consideration of shares or other interest, and moneys payable under life assurance policies, etc.

The following table shows the number of estates and the value as assessed for probate duty during the ten years ended 30th June, 1924, including intestate and other estates administered by the Public Trustee:—

Year ended 30th June.	Estates.	Amount.	Year ended 30th June.	Estates.	Amount.
	No.	£		No.	£
1915	4,438	9,997,615	1920	7,172	17,106,876
1916	5,107	10,783,406	1921	5,731	12,199,419
1917	5,310	11,554,726	1922	5,458	13,883,674
1918	6,476	11,859,375	1923	5,681	15,441,378
1919	6,873	11,818,222	1924	6,281	16,429,860

Of the estates valued during the year ended June, 1924, the number belonging to female testators was 2,110, or 33·6 per cent. of the total, the value being £3,781,705, or 23 per cent. of the aggregate. The corresponding proportions in the previous year were 32·4 per cent. of the number and 24·3 per cent. of the value.

A rough test of the diffusion of wealth may be made by relating the number of people who died possessed of property to the total number of deaths, as in the following statement. The figures in this and in the succeeding table are exclusive of estates administered by the Curator of Intestate Estates for the years prior to 1911, and the figures for 1919 and subsequent years indicate the relations between the number of deaths in the calendar year stated and the number of estates on which probate was granted in the twelve months ended six months later. The particulars showing estates in calendar years are not available since 1918, and probate is not granted usually until several months after the death of a testator:—

Period.	Proportion of Deceased Persons with Estates per 100 Deaths.	Period.	Proportion of Deceased Persons with Estates per 100 Deaths.
1880-84	11·0	1910-14	22·9
1885-89	11·6	1915-19	30·1
1890-94	13·2	1920	27·3
1895-99	14·9	1921	27·2
1900-04	17·0	1922	29·6
1905-09	19·1	1923	29·8

The figures indicate a wide diffusion of property, but the deaths include those of a large number of minors at ages when the proportion of property owners is small. A more convincing illustration is afforded by the next table, which shows the proportion of estates per 100 deaths of adult males. As a large number of women are possessors of property in their own right, the ratio of estates to the deaths of adults of both sexes is stated also.

Period.	Ratio of Estates per 100 Deaths of Adult Males.	Ratio of Estates per 100 Deaths of Adult Males and Females.	Period.	Ratio of Estates per 100 Deaths of Adult Males.	Ratio of Estates per 100 Deaths of Adult Males and Females.
1880-84	34·6	22·3	1910-14	56·6	34·0
1885-89	37·5	23·8	1915-19	71·3	42·1
1890-94	41·2	25·8	1920	67·6	39·5
1895-99	42·7	26·2	1921	66·3	38·4
1900-04	46·0	27·8	1922	69·5	39·9
1905-09	48·8	29·2	1923	71·0	40·5

During the four years ended June, 1924, the proportion of estates of male testators to deaths of adult males was 46·3 per cent.; and the proportion of estates of female testators to deaths of adult females was 30·4 per cent.

The foregoing figures include the estates of persons who died abroad, but usually the number is not sufficient to cause an appreciable degree of error. The proportions during the war period, however, were increased considerably by reason of the inclusion of a large number of estates left by members of the naval and military forces, and the deaths which occurred abroad were not included in the number on which the ratios shown in the table are based. Making due allowance for the deaths of absentees, the apparent tendency is that the proportion of property-owners in the State is increasing.

An indication of the proportionate distribution of wealth may be gained from an analysis of the value of the estates of deceased persons, and in the following statement the estates on which probate was granted during the ten years ended 30th June, 1924, have been graded according to value:—

Value of Estate.	Number of Deceased Persons leaving Property.	Value of Estates of Deceased Persons.	Proportion in each Group.	
			Number.	Value.
		£	Per cent.	Per cent.
Under £1,000	40,654	12,946,837	69·46	9·88
£1,000 to £5,000	12,958	28,752,315	22·14	21·94
£5,000 to £12,500	3,045	23,272,562	5·20	17·75
£12,500 to £25,000	1,116	18,864,078	1·91	14·39
£25,000 to £50,000	489	16,568,699	·84	12·64
£50,000 and over	265	30,670,060	·45	23·40
Total	58,527	131,074,551	100	100

The average value per estate during the period was £2,240, but of the property-owners who died 70 per cent. did not possess £1,000, the total value of their property being less than 10 per cent. of the aggregate. On the other hand, more than half the property devised was contained in 3 per cent. of the estates. These figures support the evidence of the War Census of 1915 concerning the unequal distribution of wealth in New South Wales.

INCOMES.

Formerly the narrow scope of the State income-tax and latterly the absence of any statistical data relating to the incomes assessed for purposes of State income-tax rendered it impossible to formulate estimates of the national income, and, for various reasons, the excellent tables of incomes published in the seventh report of the Commissioner of Federal Taxation in 1921, could not be turned to account. However, satisfactory results have now been obtained for the year 1920-21 by using the returns of occupations and breadwinners obtained at the census of 3rd April, 1921, in conjunction with statistics relating to income derived during the year ended 30th June, 1921, based upon returns supplied for purposes of Federal income-tax and partly published by the Commissioner in his eighth report. Additional tables relating to returns supplied respectively to the office in New South Wales and the Central Office were kindly supplied by the Commissioner.

The estimate formulated for 1920-21 is shown below in comparison with an estimate based on the war census of income derived in the year ended

30th June, 1915, and with results obtained for the years 1892, 1898, and 1901, by employing census data in conjunction with State income-tax returns.

Year.	Net Income of Resident Individuals.	Undistributed Income of Local Companies, etc.	Income accruing to absentees.		Total Income derived in New South Wales.
			From Private Investments and Property.	From investment in Government Loans. †	
	£	£	£	£	£
1892	*	*	3,050,000	1,870,000	68,270,000
1898	57,649,000	2,250,000	2,530,000	1,975,000	64,404,000
1901	*	*	2,832,000	1,976,000	66,912,000
1914-15	102,100,000	*	*	3,100,000	114,100,000
1920-21	187,800,000	10,300,000	3,400,000	6,700,000	208,200,000

* Not available.

† Commonwealth and State.

The accuracy of the estimates, except that of 1914-15, is dependent upon the accuracy of the returns of income supplied for purposes of taxation. The reticence of individuals in stating their incomes is a factor especially to be considered when statistical data are derived from income-tax returns.

The estimate of 1892 related to a year in which the financial boom had reached its highest point and the income of that year consequently appears unduly inflated. In 1898 and 1901 the State was slowly recovering from an industrial depression consequent on the financial crisis of 1893 and a succession of adverse seasons. The income of the year 1914-15 was affected by the dislocation caused by the outbreak of war and by the occurrence of a very bad season which affected the agricultural yield seriously. The returns obtained at the war census showed that approximately 18,000 males had deficits or no net income in 1914-15. The estimate for that year represents the amount of income of persons residing in New South Wales plus the income derived in New South Wales by non-residents of Australia, and incomes of companies with head offices in New South Wales. It therefore includes income derived outside New South Wales by residents of the State, and excludes income derived in New South Wales by residents of other Australian States and by companies with their head offices in other States. Adjustments have been made to the war census returns in consideration of the income of breadwinners who did not supply a return of income, and the income of absentees from private investments and from Government loans has been added in order to place the estimate on the same basis as those with which it is compared.

The decrease in the amount of income derived in the years 1898 and 1901 as compared with 1892 may be readily understood. The subsequent increase has been occasioned mainly by the depreciation in the purchasing power of money,* and is, consequently, more nominal than real, but the increase in population, and the growing prosperity of the community have also had a favourable influence.

It is noteworthy that the income derived by absentees from private investment in New South Wales has shown very little absolute increase and that relatively there has been a considerable decline. On the other hand, the interest paid annually to foreign investors in Government loans has increased both relatively and absolutely. Combining the two items, there is apparent a relative decline in the total amount of income accruing to absentees from investments in New South Wales, although the absolute amount has increased from £4,808,000 in 1901 to £10,100,000 in 1920-21.

* See footnote on page 559.

Evidence of the rapid expansion in the activities of joint stock companies and other profit-making corporations is apparent in the increase in undistributed profits of such associations from £2,250,000 in 1898 to £10,300,000 in 1920-21.

The following table shows the number of persons deriving income, their proportion to the total population of the State, and the average amount of income derived per inhabitant and per person deriving income:—

Year.	Resident Persons receiving Income.	Proportion of Persons receiving Income to Total Population.	Average amount of Income per person receiving Income. †	Average amount of Income per Inhabitant. †	Proportion of Total Income received by Absentees.
	No.	Per cent.	£	£	Per cent.
1892	446,190	37·4	139·8	53·8	7·2
1898	534,315	40·4	112·1	45·6	7·0
1901	*	*	*	45·4	7·2
1914-15†	788,600	41·7	138·2	57·3	*
1920-21	902,400	42·9	219·5	94·8	4·9

* Not available.

† Excluding absentees and their income.

‡ The figures for 1914-15 relate to the incomes of persons resident in, and companies with head offices in, New South Wales.

With the growth of population the number of persons receiving income has shown a very pronounced increase and its proportion to the total population has risen steadily. This is probably due, in part, to the increase in the employment of women in commercial and industrial occupations, but it is also a consequence, in part, of the increase in the proportion of adults in the population.

Unfortunately there is no index number of the general purchasing power of money compiled upon a sufficiently broad basis to permit accurate measurement to be made of the relative purchasing power of the average income in respective years.* In these circumstances the averages shown in the above table can be compared only in an absolute and not in a relative sense.

THE ESTIMATED INCOME OF 1920-21.

The taxation returns tabulated by the Federal Commissioner for the year 1920-21 are particularly useful for the purpose of compiling statistics of income, because special care was taken to revise the figures before publication and the statutory exemptions of income from taxation were so low as to bring nearly three-quarters of the estimated income within the range of taxation returns.

The detailed tables available from the census of 3rd April, 1921, provide data as to the number, ages, and sexes of persons following the various occupations and of the distribution of breadwinners in groups according to grade of employment. These data, taken in conjunction with particulars of unemployment collected at the census, and the fact that minimum rates of wages are fixed for nearly all wage workers, render it possible to formulate an estimate of the national income with a considerable degree of precision.

The persons required to furnish returns of income for the twelve months ended 30th June, 1921, were:—

- Married persons, resident in Australia or Papua, in receipt of a gross income exceeding £156 per annum.
- Persons, resident in Australia or Papua, in receipt of a gross income of £104 and upwards per annum, who were not married on 30th June, 1921; the term "not married" embracing bachelor, spinster, widow, widower, or divorced person.

* The relative index numbers of the cost of food and rent in Sydney in the respective years were 1892, 1000; 1898, 812; 1901, 914; 1914-15, 1,280; 1920-21, 1,936.

- (c) Companies having an income of £1 or upwards, including all bodies or associations, corporate or unincorporate, other than local governing bodies, friendly societies, trade unions, religious, scientific, charitable and public educational institutions, provident, benefit or superannuation funds established for the benefit of employees, and associations for promoting industrial development, but not for making profit for individual members.
- (d) Absentees having an income of £1 or upwards, an absentee being defined as a person not resident in Australia or who has been absent from Australia more than half the year and does not satisfy the Commissioner of Taxation that he is an Australian resident.

Partnerships and trustees were required to furnish returns of income, but were not assessable in respect of these returns, except in a very few instances where there was no person presently entitled to the income. Such income was normally assessed to individual partners according to their shares or to beneficiaries under the trust.

Number of Incomes, 1920-21.

The total number of breadwinners in New South Wales recorded at the census of 4th April, 1921, was 884,104, including 11,320 persons assisting others in their work but not receiving wages or salary, leaving 872,784 persons who may be considered to have been in receipt of incomes exclusive of old-age, invalid and war pensioners not returned as breadwinners. It is probable that a considerable number of partly dependant persons, including most invalid pensioners and female old-age pensioners, as well as some war pensioners, were returned at the census as dependants, and some small allowance was necessary for the income of these. The number of old age and invalid pensioners to be added in this way was 29,600, almost exclusively females, making the total number of resident persons in receipt of incomes at the census approximately 902,400. There were in addition many persons engaged in domestic duties for which monetary remuneration was not paid. These numbered 485 males and 513,313 females. No allowance was made for the value of the services rendered by persons who were working but not directly receiving monetary income.

Of the 872,784 breadwinners receiving incomes, it would appear that approximately 74 per cent. or 648,430, were wage and salary earners, 121,863 were working on their own account, 47,931 were employers, and the remainder, 54,560, derived income from property, from pensions, or from other sources.

The total number of income-tax returns obtained from resident individuals deriving income solely within the State was 394,353. Of these 286,448 were taxable and 107,905 were non-taxable. The taxpayers included 212,345 wage and salary earners, 25,493 farmers and pastoralists, 19,313 property owners, 28,209 persons engaged in private enterprise not otherwise classified, and 1,088 others. The total number of non-taxpayers with incomes was estimated by comparison with the census returns to be 586,336, including 107,905 who made returns but were not taxable. Of these 436,085 were wage and salary earners. These figures are exclusive of persons deriving only part of their total income in New South Wales, but the numerical adjustment necessary on this account is comparatively small since approximately only 8,000 resident taxable individuals in Australia derive income in more than one State, and the number of persons resident in New South Wales who derive income in other States is therefore small. Their combined incomes, however, are considerable.

The interest paid to absentee investors in Government loans cannot be regarded as a charge upon taxation. It is paid principally from the net earnings of Government business undertakings such as railways, tramways, water and sewerage works, and harbour works in which it has been invested. The total amount available from the earnings of business undertakings for the payment of the interest bill on State loans in 1920-21 was £5,530,000, in addition to which the State had an income of approximately £1,370,000 from rents of leased Crown lands and interest on the purchase money of Crown lands in course of alienation. In addition, the net earnings of the Commonwealth Bank and postal, telegraphic and telephonic services in New South Wales amounted to £850,000, making the amount of income derived in the State in 1920-21 on Government account £7,750,000. The net amount of revenue or profit derived by the State from other services rendered is not known and it is necessarily excluded from this computation.

A sum of £2,514,535 was payable in 1920-21 by the State to local investors in its loans, and, in addition, a much larger amount, in the vicinity of £4,800,000, was payable by the Commonwealth Government to residents of New South Wales who had invested in Commonwealth war loans. Both of these items are included in the estimate of income accruing to residents of the State in 1920-21.

Sources of Taxable Income and Incidence of Tax, 1920-1921.

Although information is not available as to the manner in which the net income of taxpayers is earned, certain particulars are afforded as to the sources from which the gross income of taxpayers is obtained, the amount of taxable income, of statutory deductions and of tax levied in each category. These particulars are shown in the following table, which relates only to individuals deriving income solely within the State:—

Source of Income.	Tax-payers.	Amount of Gross Income derived from—			Statutory Deductions.	Taxable Income.	Tax Imposed.
		Personal Exertion.	Property.	Both Sources.			
	No.	£	£	£	£	£	£
Personal exertion only	167,533	54,833,000		54,833,000	17,061,000	23,415,000	723,344
Property only	14,101		7,565,000	7,565,000	1,023,000	4,962,000	424,127
Personal exertion and property..	104,814	63,406,000	10,903,000	74,309,000	9,192,000	35,317,000	2,523,651
Total.. .. .	286,448	118,239,000	18,468,000	136,707,000	27,281,000	63,694,000	3,676,122

The net income is completed by the adding to the taxable income and statutory deductions shown above a sum of £11,000,000 representing concessional deductions on account of children, rates and taxes, life assurance premiums, contributions to superannuation funds, and certain gifts and company calls.

Approximately £18,500,000, or 14 per cent. of the gross income of individual taxpayers, was derived from property, and rather less than one-half of this amount accrued to persons deriving the whole of their income from property.

Since the rate of tax was progressive, its incidence fell mainly on the larger incomes derived from property and property combined with personal exertion. In addition, the statutory deductions were relatively greater in the lower grades of income. Consequently about three-fourths of the tax fell upon less than two-thirds of the taxable income derived from property and from personal exertion and property combined.

Distribution of Income, 1920-21.

Data are not available regarding the distribution of the whole of the income in detail, but from the tables in the report of the Federal Commissioner for Taxation considerable information may be deduced in respect of the distribution of incomes of individual taxpayers who embrace all those possessed of incomes in the higher grades. By combining these with the estimated incomes of non-taxpayers, it has been possible to compile the following table to show the approximate distribution of income derived by individuals in New South Wales in 1920-21:—

Grade of Net Income.	Where whole income is derived in N.S.W.		Where part of total income is derived in other States.	
	Number of Persons.	Income.*	Number of Persons.†	Income derived in N.S.W.*
		£		£
Under £700... ..	881,731	158,250,000	2,800	550,000
£701-£1,000	6,930	6,028,000	800	330,000
£1,001-£2,000	5,634	8,016,000	1,080	750,000
£2,001-£3,000	1,312	3,275,000	420	530,000
£3,001-£5,000	690	2,663,000	350	670,000
Over £5,000	351	3,128,000	350	1,895,000
Total*.....	896,648	181,360,000	5,800	4,725,000

* Omitting non-taxable interest on war loans. † According to grade of total income derived in Australia.

The principal feature of this table is the overwhelming preponderance of incomes under £700 per year. No less than 98 per cent. of the incomes, embracing nearly 72 per cent. of the total income, falls into this group. There were comparatively few individuals with incomes over £5,000, and no individual deriving the whole of his income in the State had an income exceeding £50,000, excluding from account interest derived from non-taxable war loans.

It is impossible from the data available to show in one group the grades of incomes below £700. However, sufficient data are available in the income-tax reports to furnish particulars of smaller groupings in respect of incomes of resident taxpayers. These are divided into two classes, viz., those possessing dependants and those not possessing dependants. Taxpayers cannot be grouped in grades of actual net income, because in the taxation reports they are shown in grades of taxable income. Concessional deductions are not uniform and statutory deductions for persons with dependants are not the same as those for persons without dependants. However, it is possible by a simple calculation to add the amount of statutory deductions to the taxable income, and to show grades of net income less concessional deductions. As concessional deductions consist very largely of allowances on account of children, a fairly close approximation is obtained to the net income of persons without dependants. But in the case of persons with dependants considerable allowance is necessary for the special deduction of £30 for each dependant child. Beyond incomes of £700 the allowances on account of children are relatively unimportant.

The following table shows as nearly as may be the distribution of income among resident taxpayers with dependants who derived their income wholly within New South Wales during the year 1920-21. The table also summarises the particulars available as to occupations of the taxpayers, the

amount of taxable income assessed, and the amount of tax paid. This table and that which follows it omit from account persons deriving part of their income in other States.

Grade of Taxable Income.	Grade of Taxable Income plus Statutory Deductions.*	Number of Taxpayers.					Estimated Net Income.	Taxable Income.	Net Tax.
		Total.	Wage-earners.	Pastor-alists.	Farmers	Pro-property Owners.			
£	£	£	£				£	£	£
1- 50	157- 194	37,196	29,561	293	2,224	1,702	8,100,000	1,041,000	23,218
51- 100	195- 231	42,026	35,460	270	1,735	1,396	10,700,000	3,162,000	74,427
101- 200	232- 306	53,095	43,205	474	2,992	1,990	16,100,000	7,585,000	191,851
201- 300	307- 381	21,747	14,999	283	2,179	1,325	8,250,000	5,283,000	148,617
301- 400	382- 456	10,737	5,991	244	1,768	883	4,850,000	3,703,000	115,087
401- 500	457- 531	6,197	2,972	189	1,215	601	3,350,000	2,769,000	94,378
501- 700	532- 700	7,762	2,770	278	2,083	887	5,200,000	4,611,000	180,082
701- 1,000	701- 1,000	5,717	1,510	381	1,305	785	5,000,000	4,730,000	224,988
1,001- 1,500	1,001- 1,500	3,377	712	206	638	620	4,350,000	4,083,000	252,535
1,501- 2,000	1,501- 2,000	1,323	211	105	174	294	2,400,000	2,269,000	184,570
2,001- 3,000	2,001- 3,000	1,120	190	93	305	280	2,800,000	2,710,000	295,966
3,001- 5,000	3,001- 5,000	596	71	52	31	200	2,300,000	2,215,000	346,272
5,001-10,000	5,001-10,000	228	24	39	3	77	1,590,000	1,501,000	453,706
10,001-20,000	10,001-20,000	54	2	3	..	27	715,000	704,000	233,795
20,001-30,000	20,001-30,000	10	..	1	..	6	238,000	230,000	86,735
30,001-40,000	30,001-40,000	2	..	..	..	1	72,000	70,000	27,631
40,001-50,000	40,001-50,000	4	..	..	..	3	185,000	181,000	72,643
Grand Total ...		191,191	137,678	2,911	16,444	11,102	76,200,000	46,847,000	2,906,451

* Concessional deductions of varying amounts should be added to the amounts here shown in order to derive the grade of net income, but it is not possible to make this adjustment satisfactorily.

The following table, compiled on lines similar to that shown above, shows the approximate distribution of the incomes of resident taxpayers who had no dependants and who derived their incomes wholly within New South Wales in the year 1920-21:—

Grade of Taxable Income.	Grade of Taxable Income, plus Statutory Deductions.*	Number of Taxpayers.					Estimated Net Income.	Taxable Income.	Net Tax.
		Total.	Wage-earners.	Pastor-alists.	Farmers	Pro-property Owners.			
£	£	£	£				£	£	£
1- 50	104- 142	21,990	18,560	168	715	1,493	3,050,000	586,000	13,165
51- 100	143- 179	17,472	14,314	113	732	1,331	3,000,000	1,287,000	30,137
101- 200	180- 254	33,008	28,604	198	1,061	1,695	8,100,000	4,980,000	127,309
201- 300	255- 329	11,850	9,129	160	713	996	3,550,000	2,821,000	79,222
301- 400	330- 404	3,969	2,306	96	482	607	1,600,000	1,362,000	42,786
401- 500	405- 500	2,338	907	77	511	510	1,150,000	1,043,000	36,326
501- 700	501- 700	2,144	563	93	465	597	1,350,000	1,261,000	50,628
701- 1,000	701- 1,000	1,213	154	79	238	434	1,085,000	998,000	51,211
1,001- 1,500	1,001- 1,500	679	91	57	91	265	865,000	822,000	57,151
1,501- 2,000	1,501- 2,000	255	16	21	23	115	460,000	441,000	41,047
2,001- 3,000	2,001- 3,000	192	14	19	6	95	485,000	465,000	57,763
3,001- 5,000	3,001- 5,000	94	5	8	4	47	363,000	348,000	60,127
5,001-10,000	5,001-10,000	44	3	8	..	21	297,000	287,000	70,869
10,001-20,000	10,001-20,000	8	1	..	..	5	108,000	105,000	35,977
20,001-30,000	20,001-30,000	..	..	..	..	..	..	..	..
30,001-40,000	30,001-40,000	..	..	..	..	..	..	..	..
40,001-50,000	40,001-50,000	1	..	..	..	..	42,000	41,000	15,953
Grand Total		95,257	74,667	1,097	5,041	8,211	25,500,000	16,847,000	789,671

* Concessional deductions of varying amounts should be added to the amounts here shown in order to derive the grade of net income, but it is not possible to make this adjustment satisfactorily.

Incomes of Companies.

Corresponding data relating to the income of taxable companies and similar profit-making corporations are not of so much value, because a considerable proportion of the companies operating in the State derived income in other States, and for purposes of Federal income-tax this is all included in a return sent to the central office.

The following table shows in grades the particulars available regarding taxable companies and corporations deriving their income wholly within New South Wales:—

Grade of Taxable Income.*	Companies Paying Tax.	Gross Income.	Net Income.		Net Tax Paid by Companies.
			Distributed. Taxed as Shareholders' Income.	Not Distributed. Taxed as Income of Company.	
£	No.	£	£	£	£
1— 500	990	6,440,834	557,910	161,280	21,495
501— 1,000	228	3,297,882	373,323	175,465	23,390
1,001— 2,000	220	6,607,473	462,382	315,882	42,116
2,001— 3,000	127	3,580,289	562,650	318,266	42,398
3,001— 4,000	70	2,519,413	442,015	240,994	32,133
4,001— 5,000	48	1,932,712	187,247	212,956	28,394
5,001— 7,600	78	4,713,511	370,262	476,376	63,516
7,601— 10,000	38	2,557,053	327,985	333,761	44,500
10,001— 20,000	52	5,632,291	661,639	743,378	99,117
20,001— 30,000	15	1,793,459	254,555	348,868	46,516
30,001— 40,000	7	1,248,450	180,027	231,269	30,836
40,001— 50,000	8	2,202,384	221,242	365,271	48,703
50,001— 100,000	6	2,175,473	389,704	404,720	53,962
Over 100,000	3	2,458,479	293,739	499,087	66,545
Grand total ...	1,880	47,159,703	5,284,680	4,827,573	643,621

* Taxable income represents net income not distributed, less concessional deductions, which consist almost entirely of rates and taxes.

The greater part of the income not distributed to shareholders was earned by the comparatively few large companies whose net undistributed income exceeds £10,000 per year, while the greater part of the income distributed to shareholders was earned by companies whose undistributed income is less than £10,000.

The following table, which may be found useful in conjunction with that shown above, provides similar particulars of the incomes of companies and taxable corporations supplying returns to the Central Office of the Federal Taxation Department. The table, therefore, refers to income derived in the various States of Australia, including a proportion of perhaps nearly 40 per cent. derived in New South Wales:—

Grade of Taxable Income.*	Companies Paying Tax.	Gross Income.	Net Income.		Net Tax Paid by Companies.
			Distributed. Taxed as Shareholders' Income.	Not Distributed. Taxed as Income of Company.	
£	No.	£	£	£	£
1— 500	204	1,687,251	232,870	35,765	4,771
501— 1,000	81	1,372,147	160,008	60,594	8,079
1,001— 2,000	162	3,200,597	273,417	145,378	19,372
2,001— 3,000	56	2,300,590	185,025	138,560	18,476
3,001— 4,000	46	2,384,392	298,132	158,435	21,123
4,001— 5,000	32	1,629,981	188,193	145,787	19,438
5,001— 7,600	72	3,643,117	407,613	451,892	60,253
7,601— 10,000	40	2,680,728	493,434	357,738	47,696
10,001— 20,000	89	8,239,431	763,553	1,259,206	167,485
20,001— 30,000	23	7,635,502	491,264	594,220	79,230
30,001— 40,000	11	2,203,399	722,561	382,977	51,063
40,001— 50,000	14	8,394,155	1,294,846	603,287	78,367
50,001— 100,000	28	18,809,001	2,009,649	1,972,082	262,945
Over 100,000	17	8,883,791	1,629,360	3,101,940	413,592
Grand total ...	815	73,064,082	9,149,925	9,407,861	1,251,890

* Taxable income represents net income not distributed, less concessional deductions, which consist almost entirely of rates and taxes.

Income of Various Countries.

Reliable and comparable estimates of the amount of income derived by the residents of the principal countries of the world were contained in a paper read by Sir Josiah Stamp before the Royal Statistical Society in 1919. The estimates were taken from various sources and, where necessary, were adjusted in such a way as to relate them to the year 1914. These are shown below, and the estimate for New South Wales for the year 1914-15 is inserted for purposes of comparison:—

Country.	Probable limit of error in estimate.	Total Income.	Amount of income per head of population.
	per cent.	£	£
United States ...	20	7,250,000,000	72
New South Wales...	10	108,000,000	57
United Kingdom ...	10	2,250,000,000	50
Canada ...	40	300,000,000	40
France ...	20	1,500,000,000	38
Germany ...	10	2,150,000,000	30
Japan ...	30	325,000,000	6

The income shown for New South Wales is exclusive of the income derived in the State, but accruing to absentees. The average amount of income per head of population in the Commonwealth of Australia in 1914-15 was probably slightly below that of New South Wales.

PASTORAL INDUSTRY

IN New South Wales the pastoral industry has always been the greatest source of primary production, but, within the past twenty years, agriculture and dairying have developed rapidly, and the pastoral industry has assumed a place second in importance to the manufacturing industry, as measured by the value of production.*

LIVE STOCK.

New South Wales does not possess any indigenous animals which would give rise to a large industry, and of those introduced, sheep only have developed into a prolific source of wealth. Indeed, the development of the sheep industries has been so remarkable that it has, in a sense, precluded the rise of other pastoral activities. Horses have been bred principally for their utility in various industries, and there is a small oversea trade in remounts. For many years cattle were produced only to supply local requirements of meat and dairy produce, but, since the application of refrigeration to sea cargoes, an export trade in these commodities has become possible, and considerable expansion has taken place in the number of cattle depastured. Pigs are bred principally as a by-product of the dairying industry, and the number does not fully meet local requirements.

The following table shows the number of the principal kinds of live stock in New South Wales at the end of each decennial period, from 1861 to 1921, and in the last three years:—

Year.	Horses.	Cattle.	Sheep.	Pigs.
1861	233,220	2,271,923	5,615,054	146,091
1871	304,100	2,014,888	16,278,697	213,193
1881	398,577	2,597,348	36,591,946	213,916
1891	469,647	2,128,838	61,831,416	253,189
1901	486,716	2,047,454	41,857,099	265,730
1911	683,004	3,194,236	44,947,287	371,093
1921†	663,178	3,375,267	33,851,828	306,253
1922†	669,800	3,546,530	37,177,402	383,669
1923†	660,031	3,251,180	34,862,747	340,853
1924†	658,372	2,938,522	37,539,413	323,196

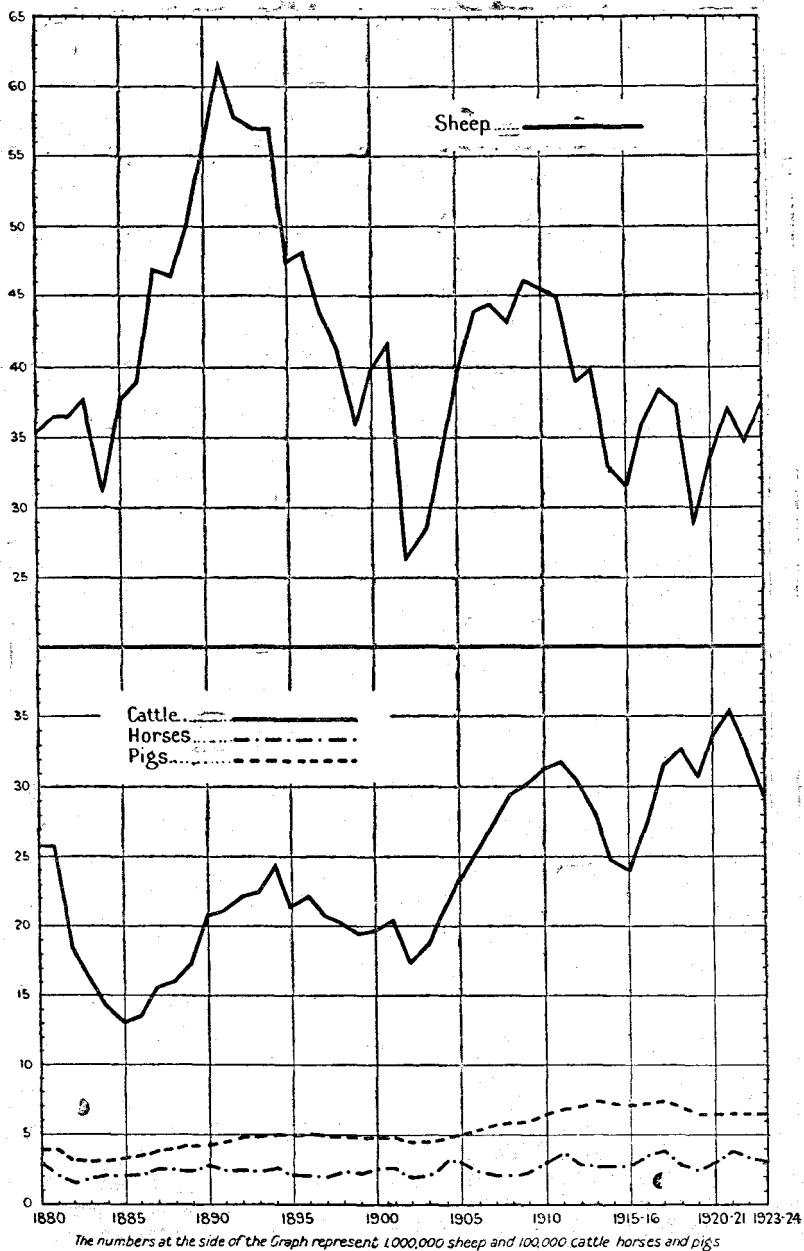
† At 30th June, previous years at 31st December.

Particulars of other live stock are shown on page 588.

To obtain an accurate idea of the varying extent of pastoral pursuits in the State as represented by the number of live stock grazed it is necessary to express the various species in common terms. This cannot be done with

* See Chapter "Employment and Production" of this Year Book.

LIVESTOCK, 1880 to 1923-24



exactitude, but, adopting the arbitrary equivalent of eight sheep to each head of large stock, as mentioned in section 18 of the Pastures Protection Act, the following comparison is obtained:—

Year.	Equivalent in Sheep of Live Stock grazed.	Year.	Equivalent in Sheep of Live Stock grazed.
1861	15,656,000	1911	76,013,000
1871	34,831,000	1921*	66,159,000
1881	60,559,000	1922*	70,907,000
1891	82,619,000	1923*	66,152,000
1901	62,135,000	1924*	66,314,000

* At 30th June, previous years at 31st December.

It is apparent, therefore, that the grazing of live stock declined on the whole by about 20 per cent. between 1891 and 1924. The decline is attributable to a decrease in the number of sheep amounting to 39 per cent.

Comparison—Live Stock in the Commonwealth.

A comparison for 1923-24 of the number of horses, cattle, sheep, and swine in New South Wales and in the other States of the Commonwealth is shown in the following table. The figures for New South Wales and South Australia are as at 30th June, 1924, for Victoria and Tasmania as at 1st March, 1924, and the others are as at 31st December, 1923.

State.	Horses.	Cattle.	Sheep.	Swine.
New South Wales * ...	658,372	2,938,522	37,539,413	323,196
Victoria ...	486,075	1,591,367	11,059,761	259,795
Queensland ...	660,387	6,396,514	16,756,101	132,243
South Australia ...	258,498	413,272	6,596,875	73,414
Western Australia ...	181,944	953,764	6,595,867	61,478
Tasmania ...	37,570	220,351	1,557,716	47,101
Northern Territory ...	44,603	843,718	4,728	647
Australia ...	2,327,449	13,357,508	80,110,461	897,874

* Including Federal Capital territory.

In 1924, New South Wales contained the largest proportion of sheep in the Commonwealth, viz., 47 per cent., and of swine 36 per cent. Queensland contains more cattle, 48·5 per cent., as compared with 23 per cent. in New South Wales. New South Wales and Queensland contained practically equal proportions of the horses, viz., 28 per cent.

Distribution of Live Stock.

In order to indicate the distribution of flocks and herds in New South Wales the following table has been prepared. It shows the number of live

stock, and the number per square mile, in each Division at intervals since 1891. Particulars regarding their distribution according to the size of the holdings on which they were depastured, as at 30th June, 1922, were published in the issue of the Year Book for 1922 at page 612.

Division.	Number of Live Stock (000 omitted).					Number per square mile.				
	1891.	1901.	1911.	1921.	1924.	1891.	1901.	1911.	1921.	1924.
SHEEP—										
Coastal Belt ...	1,483	1,097	1,433	940	717	42.5	31.4	41.0	26.9	20.5
Tableland ...	7,882	8,859	8,961	6,747	7,661	195.3	219.3	220.0	167.2	183.9
Western Slopes ...	10,869	11,672	11,199	8,737	10,704	286.8	308.0	295.5	230.6	242.4
C'I Plains & Riverina ...	25,194	14,706	16,048	12,886	13,071	351.8	205.4	224.1	180.0	204.7
Western Plains ...	16,403	5,523	7,306	4,542	5,386	130.6	44.0	58.2	36.2	42.9
Whole State ...	61,831	41,857	44,947	33,852	37,539	199.2	134.9	144.8	109.1	121.0
CATTLE, DAIRYING—										
Coastal Belt ...	197	284	653	674	760	5.6	8.1	18.7	19.3	21.7
Tableland ...	67	70	107	73	45	1.7	1.7	2.7	1.8	1.1
Western Slopes ...	37	40	78	59	44	1.0	1.1	2.1	1.6	1.0
C'I Plains & Riverina ...	35	20	48	36	14	0.5	0.3	0.7	0.5	0.2
Western Plains ...	7	4	9	2	1	0.1	0.0	0.1	0.0	0.0
Whole State ...	343*	418*	895	844	864†	1.1	1.3	2.9	2.7	2.8
CATTLE, OTHER—										
Coastal Belt ...	640	667	915	1,069	799	18.3	19.1	26.2	28.6	22.8
Tableland ...	465	501	550	580	422	11.5	12.4	13.6	14.4	10.1
Western Slopes ...	247	306	422	441	424	6.5	8.1	11.1	11.6	9.6
C'I Plains & Riverina ...	339	115	302	369	302	4.7	1.6	4.2	5.2	4.7
Western Plains ...	94	41	110	132	128	0.7	0.3	0.9	1.1	1.0
Whole State ...	1,785	1,630	2,299	2,531	2,075	5.8	6.3	7.4	8.2	6.7
HORSES—										
Coastal Belt ...	163	161	207	203	190	4.7	4.6	5.9	5.8	5.4
Tableland ...	92	112	127	112	112	2.3	2.8	3.1	2.8	2.7
Western Slopes ...	76	111	180	168	199	2.0	2.9	4.8	4.4	4.5
C'I Plains & Riverina ...	95	78	140	152	128	1.3	1.1	2.0	2.1	2.0
Western Plains ...	44	25	35	28	29	0.4	0.2	0.3	0.2	0.2
Whole State ...	470	487	689	663	658	1.5	1.6	2.2	2.1	2.1

* Cows in milk only; dry cows and springing heifers are included in the total of Other Cattle.

† Cows in registered dairies only.

Sheep are depastured principally in the hinterland of the State, and are densest in the Western Slopes Division. Dairying cattle and, in fact, all cattle are more numerous in the coastal areas, though considerable numbers exist on the tablelands. Horses, too, are most numerous in the coastal belt, probably because farming needs are greatest there, and because of their accumulation in Sydney and other populous centres.

The figures as stated for 1924 are not altogether comparable with those shown for the years 1891 to 1921, as they have been compiled in shire areas and not in counties as formerly; and the change in geographical basis involved considerable alteration in the areas comprising divisions of the Western Slopes and the Western Plains where large numbers of stock are depastured.

The figures for the years 1891 to 1921, however, afford interesting information as to the localities most susceptible to losses of sheep through drought. The greatest decline was on the Central Plains and Riverina, where the numbers fell from 352 to 180 per square mile, and the greatest relative decline was on the Western Plains, where the falling-off was from 131 to 36 per square mile.

Sheep.

The following table shows the number of sheep at the close of each quinquennial period from 1861 to 1911, and illustrates the vicissitudes of sheep-breeding in New South Wales in subsequent years—

Year.	Sheep.	Average Annual Rate of Increase.	Year.	Sheep.	Average Annual Rate of Increase.	Year.	Sheep.	Average Annual Rate of Increase.
1861	5,615,054	...	1901	41,857,099	(—) 2.8	1918*	38,621,196	6.5
1866	11,562,155	15.5	1906	44,132,421	1.1	1919*	37,381,874	(—) 3.2
1871	16,278,897	7.1	1911	44,947,287	0.4	1920*	29,249,253	(—) 21.8
1876	25,269,755	9.2	1912	39,044,502	(—) 13.1	1921*	33,551,828	15.7
1881	36,591,046	7.7	1913	39,850,223	2.1	1922*	37,177,402	9.8
1886	39,169,304	1.4	1915*	33,009,038	(—) 11.8	1923*	34,862,747	(—) 6.2
1891	61,831,416	9.6	1916*	32,600,729	(—) 1.2	1924*	37,539,413	7.6
1896	48,318,790	(—) 4.8	1917*	36,196,383	11.0			

* At 30th June. (—) Denotes decrease.

The number of sheep in the State was greatest in 1891, when there were nearly 62,000,000, and lowest at the end of 1902 when by reason of drought it had fallen to 26,649,424. The highest total since attained was 46,202,578 at the end of 1909. The main cause of the reduction in the number of sheep seems to have been a remarkable deterioration of seasons, due to diminished rainfall in the present century. This may be illustrated briefly by stating that the weighted average annual rainfall of the State was about $3\frac{1}{2}$ inches less in the twenty years which followed 1894 than in the preceding quarter of a century, and that this decline was proportionally heaviest in the plain districts of low average rainfall, which in 1891 carried two-thirds of the sheep depastured in the State. In recent years, too, the rabbit pest has become so general as to aggravate the effects of dry weather through destruction of natural herbage, and the growth of the agricultural industry has caused land to be diverted from the purpose of sheep-breeding.

The sudden transition from very good to very bad seasons, which occurred in the early nineties, wrought such havoc amongst the flocks depastured on the immense western plains that by 1901 there had been a decrease from 16,400,000 to 5,500,000 sheep in the plains of the Western Division, and from 25,200,000 to 14,700,000 in the plains of the Central Division (see page 570), and in 1902 these flocks were further reduced by 1,900,000 and 7,600,000 respectively. Although the losses of 1902 were speedily regained, the general deterioration of subsequent seasons on the plains has been such that the flocks have not permanently exceeded the reduced numbers of 1901.

The following statement shows the extent to which the flocks were affected by the various causes of increase and decrease during recent seasons; the figures are approximate only:—

Year.	Lambs Marked during Year.	Sheep and Lambs slaughtered during Year.	Estimated No. of Deaths due to Seasonal and other Causes.	Excess of Imports (+) or of Exports (—).*	Net Increase (+) or Decrease (—).	Sheep at 30th June.
	000	000	000	000	000	000
1918-19	7,812	4,275	3,732	(—) 1,044	(—) 1,239	37,382
1919-20	4,532	5,537	5,751	(—) 1,377	(—) 8,133	29,249
1920-21	7,907	3,851	1,437	(+) 1,984	(+) 4,603	33,852
1921-22	9,881	5,230	1,479	(+) 153	(+) 3,325	37,177
1922-23	7,361	5,666	1,842	(—) 2,167	(—) 2,314	34,863
1923-24	8,260	3,437	2,014	(—) 141	(+) 2,677	37,539

* Principally overland.

The effect of adverse seasons on the sheep flocks is apparent in four directions, viz., losses by death attributable mainly to lack of fodder and water, increase in the slaughtering of fat stock, decrease in lambing, and increased export to other States. The deaths due to seasonal conditions, disease, and other causes during the period were on the average about 8 per cent. per annum; the sheep and lambs slaughtered about 13 per cent. per annum; while export and import varied irregularly according to the season, leaving a small excess of exports. The average annual number of lambs marked was 20·8 per cent. of the total flock. The greatest gross reduction of sheep flocks in any recent season was 14,130,000 in 1919-20, converted by lambing and importation to a net reduction of 8,133,000. Reference to the extent of slaughtering is made on page 593.

A brief review of the rise of sheep breeding in New South Wales was published on page 771 of the Year Book for 1921.

Interstate Movement of Sheep.

Apart from the seasonal movement of stock to and from agistment in other States, there appears to be a regular export of sheep from New South Wales to Victoria, and an import from Queensland to New South Wales borderwise. The interchange across the border with South Australia and with other States and countries by sea is very small. During the past five years, 7,811,000 sheep have been moved from New South Wales to Victoria, and 2,831,000 from Victoria to New South Wales, leaving an excess of exports to Victoria of 4,980,000. In the same period, 5,376,000 sheep have been imported from Queensland to New South Wales, and 1,229,000 have been exported from New South Wales to Queensland, leaving an excess of imports of 4,147,000 to New South Wales from Queensland. The excess of exports to other destinations during the same period was 705,000, chiefly to South Australia, and the excess of exports of live sheep from New South Wales for the period 1,538,000. It is apparent that large numbers of sheep are sent from Queensland across New South Wales to Victoria, and small numbers to South Australia, or that pastoralists in New South Wales sell to Victorian and South Australian buyers and replenish their flocks from Queensland. In addition, it is apparent from the yearly movement that graziers in New South Wales replaced part of their losses in the 1919-20 drought by large purchases in Queensland.

The following table shows the movement of sheep from and to New South Wales, so far as is recorded, in recent seasons:—

Year.	Sheep from New South Wales.				Sheep to New South Wales.				Excess of Imports (+) or of Exports (—).
	To Victoria.	To Queensland.	To South Australia and by Sea.	Total.	From Victoria.	From Queensland.	From South Australia and by Sea.	Total.	
	000	000	000	000	000	000	000	000	000
1919-20	2,289	335	218	2,842	639	750	26	1,465	(—) 1,377
1920-21	850	97	125	1,072	936	2,050	70	3,056	(+) 1,984
1921-22	1,383	245	108	1,736	541	1,306	42	1,889	(+) 153
1922-23	2,003	344	336	2,738	225	313	33	571	(—) 2,167
1923-24	1,281	208	76	1,565	440	947	37	1,424	(—) 114

Lambing.

The greater part of the lambing of the State takes place during the autumn and winter months, although considerable proportions of ewes, varying according to the nature of the season, are reserved for spring and summer lambing. It is possible to breed from ewes twice per year, but it is not considered good policy and is rarely practised, except, perhaps, after severe losses. Seasonal changes play a large part in determining the proportion of ewes mated and of resultant lambs, and thus cause wide variations in the natural increase. Particulars of lambing in the recent years are shown below:—

Year.	Ewes at beginning of Year.	Ewes Mated during Year.	Lambs Marked during Year.	Lambs (under 1 year) surviving at end of Year (30th June).	Proportion of Lambs Marked to Ewes Mated.
000 omitted.					
1919-20	19,984	11,931	4,532	3,808	per cent. 38·0
1920-21	16,776	14,196	7,907	7,084	55·7
1921-22	17,620	15,452	9,881	8,824	63·9
1922-23	18,882	13,970	7,361	6,356	52·7
1923-24	18,614	15,127	8,260	7,394	54·6

The difference between the numbers of lambs marked and lambs surviving at the end of the year is accounted for largely by slaughtering.

Severe drought conditions prevailed throughout 1919-20. Not only was the number of ewes mated heavily reduced, but the proportion of lambs marked to ewes mated fell as low as 38 per cent. This experience was in marked contrast with that of 1921-22, when abundant rains were received throughout the pastoral areas in the first half of the season. In 1922-23 the season was unfavourable for the autumn and winter lambing, as with a scanty rainfall there was a scarcity of pasturage and water in the central and western districts. Although the rainfall of the season 1923-24 was not abundant it was well distributed, and proved fairly favourable to the lambing.

The following table shows the relative extent of lambing and slaughtering in quinquennial periods during the thirty years which followed 1891, in comparison with the results of the last two years:—

Period.	No. of Lambs Marked.	No. of Sheep and Lambs Slaughtered.	Proportion of Slaughtering to Lambing.
			per cent.
1892-1896	50,758,000	34,880,000	68·7
1897-1901	41,830,000	25,130,000	57·8
1902-1906	44,314,000	19,737,000	44·5
1907-1911	50,743,000	30,845,000	67·8
1912-1916-17	39,282,000	26,172,000	66·6
1917-18-1921-22	39,395,000	22,095,000	56·1
1922-23	7,361,000	5,666,000	77·0
1923-24	8,260,000	3,617,000	43·8

The fluctuations in lambing are very marked, the diminution during the past twelve seasons being particularly noteworthy. Slaughtering is the

principal factor affecting natural increase, but losses from seasonal and other causes appear to have increased markedly in recent years, and to have been a principal cause in preventing a replenishment of the flocks.

Size of Flocks.

The decrease in the total number of sheep after 1891 was naturally accompanied by great changes in the size of individual flocks, partly as a result of losses and partly owing to the tendency among pastoralists to restrict their flocks to sizes where the risk of loss from drought was not so great. At the same time the large increase which occurred in the number of flocks took place principally among the small flocks. These changes may be traced in the following table, which gives an approximate classification of the flocks for various years, from 1891 to 1924:—

Size of Flocks.	Number of Flocks.				Number of Sheep.			
	1891.	1911.	1921.†	1924†.	1891.	1911.	1921.†	1924†.
1—1,000 ...	7,606	17,773	19,905	18,198	2,794,751	5,252,546	5,983,607	6,003,703
1,001—2,000 ...	1,954	3,510	3,459	3,882	2,970,168	5,149,618	4,882,170	5,490,968
2,001—5,000 ...	1,696	2,735	2,310	2,663	5,493,942	8,554,290	7,083,742	8,095,232
5,001—10,000 ...	686	847	722	841	4,943,221	5,977,233	4,955,413	5,831,116
10,001—20,000 ...	495	507	349	387	7,056,580	7,143,273	4,850,005	5,401,739
20,001—50,000 ...	491	296	149	155	15,553,774	8,737,927	4,185,143	4,426,715
50,001—100,000 ...	186	53	26	32	12,617,206	3,434,638	1,688,675	2,050,057
100,001 and over ...	73	6	2	2	10,392,774	697,693	223,073	245,883
Total ...	13,187	25,727	26,922	26,160	61,831,416	44,947,287	33,851,828	37,539,413

† 30th June.

In 1891 there were only 13,187 holdings carrying sheep, but at 30th June, 1924, they numbered 26,160, although the sheep had decreased in numbers by 24,000,000. This development may be attributed largely to the combination of pastoral with agricultural pursuits. In the past three years, however, the number of flocks has decreased appreciably.

It is significant that while in 1891 there were 73 holdings which each carried over 100,000 sheep, the number of such in 1901 was 12, and in 1924 only 2. The sheep in flocks of over 20,000 comprised 62 per cent. of the total in 1891, but only 22 per cent. in 1924. In 1891 the flocks under 2,000 comprised 9·3 per cent. of the total sheep, compared with 30·5 per cent. in 1924. The greatest change has occurred since 1894, when a very large number of sheep perished, and pastoralists realised that one of the best methods of meeting seasons of drought lay in the subdivision of their large flocks. The closer settlement policy pursued since 1904 has led to some further subdivision of flocks.

Part of the cause, and perhaps part of the effect of this change, has been a steady increase in the number of holdings, and the gradual disappearance of unwieldy pastoral areas over 100,000 acres in extent whereon, formerly, sheep were left to roam with little attention, because of the dearth of labour and of the vast unpeopled spaces which existed in the earlier years.

A comparison over a period of ten years shows that this movement is progressing steadily. In the following table the holdings are classified according to the total area of alienated and Crown lands.

Area Groups. (Alienated and Crown Lands.)	Number of Flocks.		Number of Sheep.		Proportion of total Flocks.		Proportion of total Sheep.	
	1913.	1924.	1913.	1924.	1913.	1924.	1913.	1924.
Acres.					per cent.	per cent.	per cent.	per cent.
1 and under 51	895	351	22,074	18,209	3.6	1.3	1	1
51 " " 101	694	510	34,275	37,537	2.8	2.0	1	1
101 " " 501	5,421	5,038	824,096	1,021,690	21.7	19.3	2.1	2.7
501 " " 1,001	5,491	6,125	2,031,968	2,247,547	21.9	23.4	5.1	6.0
1,001 " " 5,001	8,769	10,301	10,109,752	11,367,699	35.0	39.4	25.4	30.3
5,001 " " 10,001	1,606	1,858	5,653,864	5,880,677	6.4	7.1	14.2	15.6
10,001 " " 20,001	784	889	4,945,151	4,701,862	3.1	3.3	12.4	12.5
20,001 " " 50,001	522	641	6,193,193	5,951,590	2.1	2.5	15.5	13.5
50,001 " " 100,001	189	179	3,717,322	2,506,200	.8	.7	9.3	6.7
100,001 and upwards	224	184	6,192,852	4,674,390	.9	.7	15.5	12.4
Ill-defined areas	428	84	125,676	32,012	1.7	.3	.3	.1
Total	25,023	26,160	39,850,223	37,539,413	100.0	100.0	100.0	100.0

The number of holdings of each area group between 500 acres and 50,000 acres carrying sheep has increased, but the increase has been most marked in the area groups from 1,000 acres to 5,000 acres.

In 1913, 40.7 per cent. of the sheep were depastured on holdings of 20,001 acres and upwards, whilst in 1924 only 32.7 per cent. were so depastured. The holdings up to 20,000 acres carried 67.3 per cent. of the total number of sheep in 1924, having increased from 59.3 per cent. in 1913.

Breeds of Sheep.

The principal breed of sheep in New South Wales is the celebrated short-woolled merino strain. Crosses of long-woolled breeds, mainly with the merino, are numerous and important, but the numbers of other breeds are small. English long-woolled sheep are represented chiefly by the Lincoln, Romney Marsh, and Border Leicester breeds, while Suffolk and Dorset Horn sheep have been introduced for the raising of early-maturing lambs.

Lincolns, and their crosses with merinos, constitute the largest proportionate number of coarse-woolled varieties. The proportion of English and cross-bred sheep has increased considerably during recent years. In 1891 the ratio of coarse-woolled and cross-bred sheep to the total was 3 per cent., but, with the development of mixed farming and the meat export trade, it advanced to 31 per cent. in 1919. It has dropped since on account of the more favourable market for merino wool.

The following table shows the approximate number and proportion of merino and other sheep in the State during the past forty-three years:—

At 31st December.	Merino.	Other.	Total.	Per cent. of Total.	
				Merino.	Other.
1881 ...	34,412,900	2,179,000	36,591,900	94	6
1891 ...	60,252,400	1,579,000	61,831,400	97	3
1901 ...	38,886,000	2,971,000	41,857,000	93	7
1911 ...	37,047,400	6,283,900	43,331,300*	85	15
1919 ...	23,170,100	10,295,400	33,465,500*	69	31
1920 ...	21,987,000	8,909,800	30,896,800*	71	29
1921 ...	25,994,700	8,771,400	34,766,100*	75	25
1922 ...	27,324,700	7,600,300	34,925,000*	78	22
1923 ...	27,123,100	6,173,100	33,296,200*	82	18

* Sheep on 1 holdings with live-stock equivalent of more than 100 sheep.

The totals shown above for 1911 and subsequent years are the numbers returned by stock owners at the end of the year for assessment under the Pastures Protection Act. They do not represent the total number of sheep in the State, and it is possible that crossbred sheep would be relatively more numerous in the smaller flocks not taken into account.

Sheep Breeding.

The increased attention paid to cross-breeding in order to supply the demands of the frozen-mutton trade, and the increase in the number of settlers on small and moderate-sized holdings who combine grazing with agriculture, have emphasised the necessity of conducting scientific experiments in the matter of breeding, and of providing instruction for sheep-farmers. To meet this necessity a sheep and wool expert of the Department of Agriculture organises the class work conducted at State experiment farms, delivering lectures and giving demonstrations in country centres, besides issuing pamphlets containing the results of experiments and conveying general information on breeding matters to farmers.

Cross-breeding experiments on a comprehensive scale have been conducted in the interests of the farmer or the small grazier who has the facilities for breeding lambs for market. Both the long and the short woolled breeds were crossed with the merino, with the object of obtaining the most desirable characteristics of each group, so that all these qualities could be incorporated in a single strain. The final results of the investigations, which form the subject of a special "Farmer's Bulletin," issued by the Department of Agriculture in August, 1920, favoured the mating of merino ewes with sires of British breeds, in view of the adaptableness of the former to seasonal conditions.

Experiments were made recently by mating first-cross Border Leicester x Merino and Lincoln x Merino ewes with rams of the South Down, Dorset Horn and Ryeland breeds. Of the resulting lambs, those of Dorset Horn sires were rather heavier and brought higher prices than those of the Ryeland, and much more so than those of South Down sires.

World's Sheep Flocks.

Amongst the sheep flocks of the world those of Australia constitute an important proportion, and, as shown on a previous page, New South Wales contained 47 per cent. of the sheep in Australia in 1924. Particulars relating to the sheep flocks of the world are shown below, and some indication is given of the expansion or decline in each continent in recent years. The information is taken from the Year Books of the International Institute of Agriculture:—

Continent.	No. of Sheep at the dates nearest to—		Increase (+) or Decrease (—).	
	1911.	1922.		
	No.	No.	per cent.	
Europe	167,072,000	157,235,000	(—)	5.9
Asia	100,100,000	96,971,000	(—)	3.1
Africa	60,240,000	75,203,000	(+)	24.8
America, North and Central	57,544,000	41,002,000	(—)	28.7
America, South	115,774,000	83,970,000	(—)	27.5
Oceania—				
Australia	93,903,000	78,803,000	(—)	15.3
New Zealand	23,996,000	23,081,000	(—)	3.8
Other	86,000	51,000	(—)	40.7
Total, the World	617,815,000	556,316,000	(—)	10.0

Although these figures can be regarded only as approximate estimates, it is apparent that in recent years there has been a serious decline in the number of sheep in the leading producing countries. The increase shown in Africa does not go very far towards counterbalancing the diminution in the world's flocks.

WOOL.

The prosperity of New South Wales for many years has depended very largely on its sheep flocks and upon the condition of the wool markets of the world, and the value of the wool-clip is still the most important factor of the year in the primary production of the State.

Production of Wool.

Wool is produced in New South Wales principally by shearing the live sheep, but also to a considerable extent by fellmongering—removing wool from skins of sheep slaughtered, and by picking the wool from the carcasses of dead sheep on the holding.

Formerly considerable numbers of sheep were washed before being shorn, and, as particulars of the resultant wool were not recorded prior to 1876, only estimates of the quantity of wool produced up to that date are available. The output of wool is generally stated as in the grease, the equivalent being variable, but approximating to 1 lb. of washed to 2 lb. of greasy wool.

The following table shows, in quinquennial periods since 1876 and annually during the past ten seasons, the total quantity of wool produced (as in the grease) in New South Wales, together with the aggregate value on f.o.b. basis Sydney, and the value to growers in the past ten seasons:—

Period.	Wool Produced (000 omitted).		Year.	Wool produced (000 omitted).		
	Quantity as in the Grease.	Value F.O.B. Sydney.		Quantity as in the Grease.	Value F.O.B. Sydney.	Value at place of Production.
	lb.	£		lb.	£	£
1876-1880	718,397	31,298	1914-15	318,935	12,228	11,250
1881-1885	943,814	40,563	1915-16	262,045	12,291	11,380
1886-1890	1,294,781	44,773	1916-17	270,525	17,750	16,435
1891-1895	1,813,630	49,025	1917-18	284,188	19,538	18,091
1896-1900	1,408,240	42,984	1918-19	305,613	20,374	18,865
1901-1905	1,302,585	46,719	1919-20	296,641	19,776	18,311
1906-1910	1,817,162	73,610	1920-21	240,231	13,763	12,744
1911-1915*	1,507,080	57,956	1921-22	285,418	15,329	14,194
1916-1920†	1,419,012	89,729	1922-23	293,571	21,896	20,274
1921-1924‡	1,090,228	77,976	1923-24	271,008	26,988	25,397

* ½ years ended 30th June, 1915. † 5 years ended 30th June, 1920. ‡ 4 years ended 30th June, 1924

The decline in production in recent years has been due to the diminution in the number of sheep, although it has been offset in some measure by an increased yield of wool per sheep. The value of the output has increased under the influence of a marked rise in prices, the total value of wool during the period, 1916-1920, being more than twice as great as in the corresponding period, thirty years earlier, when the quantity produced was only 9 per cent. less.

The following statement shows particulars of the number of sheep shorn, the average weight of wool per sheep, and the respective amounts of shorn and other wool produced in each of the past ten years, compared with the last year before the war.

Year.	Sheep and Lambs Shorn.	Wool from Sheep and Lambs Shorn (as in the grease).		Wool from sheepskins fellmongered locally.	Wool on Sheepskins Exported.	Dead Wool gathered on Stations.	Total Production of Wool.
		Quantity.	Average weight of Fleece (Sheep and Lambs).				
	000 No.	000 lb.	lb.	000 lb.	000 lb.	000 lb.	000 lb.
1913	37,903	300,721	7·93		57,264		357,985
1914-15	37,300	268,476	7·20		50,459		318,935
1915-16	30,904	219,234	7·09		42,811		262,045
1916-17	32,075	237,112	7·39	29,613	2,802	998	270,525
1917-18	35,559	251,652	7·08	27,534	3,962	1,040	284,188
1918-19	36,960	263,585	7·13	30,426	9,436	2,166	305,613
1919-20	34,468	242,274	7·03	42,271	9,568	2,528	296,641
1920-21	29,327	203,140	6·93	27,641	8,252	1,198	240,231
1921-22	32,981	247,162	7·49	27,855	9,988	413	285,418
1922-23	34,635	250,754	7·24	25,047	16,762	1,008	293,571
1923-24	33,693	240,568	7·14	16,370	12,821	1,249	271,008

The quantities of skin wool and dead wool produced fluctuate according to slaughtering, and the mortality from other causes. Both are usually high in adverse seasons, *e.g.*, 1914-15 and 1919-20. Favourable market conditions also lead to heavy slaughtering.

Shearing operations are usually carried out between June and November, and the average weight of the fleece apparently varies very greatly under the influence of the seasonal conditions ruling during the period in which the wool was grown. For example, the average yield of 1921-22 was more than half a pound heavier than that of 1920-21, when the sheep shorn were suffering from the effects of the drought conditions which prevailed until June, 1920. The proportion of lambs and of merino sheep in the flocks are also important factors affecting the average weight of the fleece.

The quantity of New South Wales wool exported and the quantity used locally, together with the proportion of the total production during each quinquennium since 1901 are shown below:—

Period.	Quantity of Wool Produced. (000 omitted.)			Proportion of Total Production.	
	Exported or available for Export.	Used Locally.	Total Production.	Exported or available for Export.	Used Locally.
	lb.	lb.	lb.	per cent.	per cent.
1901-05	1,297,118	5,467	1,302,585	99·58	·42
1906-10	1,811,746	5,416	1,817,162	99·70	·30
1911-15	1,494,104	12,976	1,507,080	99·14	·86
1916-20*	1,385,919	33,093	1,419,012	97·67	2·33
1921†	232,351	7,880	240,231	96·72	3·28
1922†	278,234	7,184	285,418	97·48	2·52
1923†	288,457	5,114	293,571	98·26	1·74
1924†	266,113	4,895	271,008	98·19	1·81

* Five years ended 30th June, 1920. † Year ended 30th June.

Only a very small proportion of the wool produced in New South Wales is manufactured within the State.

WOOL MARKETING.

For many years the whole of the wool grown in New South Wales was shipped for sale in London. As the number of continental buyers increased,

however, there developed a tendency, which harmonised entirely with Australian interests, to seek supplies of the raw material at their source, and after the year 1885 Sydney wool sales began to assume importance.

Sydney Wool Sales.

At the time of the initiation of the Imperial Wool Purchase Scheme in November, 1916, about 85 per cent. of the successive wool clips of New South Wales was sold annually in Sydney to representatives of firms in practically every foreign country where woollen goods were manufactured on an extensive scale. Between November, 1916, and 30th June, 1920, all local wool was acquired by the Imperial Government by appraisalment, and public wool sales were not resumed in Sydney until 5th October, 1920.

The following statement compiled from the records of the Sydney Wool Selling Brokers' Association shows particulars of Sydney wool sales since 1913, omitting from account the four seasons (1916-17 to 1919-20) during which the appraisalment system under the Imperial Purchase Scheme was in operation:—

Season.	Wool Sold.*		Proportion of Sales to—		Proportion of Wool of each Description Sold.					
	Weight.	Value.	Arrivals in Sydney.	Exports.	Breed.		Growth.		Condition.	
					Merino.	Cross-bred.	Fleece.	Lambs.	Greasy.	Scoured.
	lb.000	£000	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
1913-14	277,112	10,333	96.4	91.3	89.0	11.0	94.4	5.6	88.7	11.3
1914-15	190,212	6,739	69.3	75.0	83.8	16.2	95.4	4.6	92.0	8.0
1915-16	245,298	10,430	101.1	84.1	84.5	15.5	95.8	4.2	86.7	13.3
1920-21	107,584	5,610	54.4	55.7	89.1	10.9	98.9	1.1	93.2	6.8
1921-22	313,886	14,755	117.7	90.3	73.2	26.8	95.7	4.3	90.7	9.3
1922-23	268,873	18,922	108.3	87.3	79.0	21.0	94.3	5.7	93.3	6.7
1923-24	224,719	21,445	101.4	96.6	83.9	16.1	96.6	3.4	92.6	7.4
1924-25	212,664	21,124	77.7	90.1	85.3	14.7	94.3	5.7	96.3	3.7

* Scoured being included at its greasy equivalent.

The figures as to quantity and value in this table are not comparable with any others quoted herein by reason of the fact that considerable quantities of wool grown in New South Wales are sold in other States, notably in Victoria, while wool from the other States, and more especially from Queensland, is marketed in Sydney, and the wool produced in any season is not necessarily sold in the same season. The uncertainty consequent on the outbreak of war caused a heavy decline in sales during 1914-15, and sales were retarded again on the resumption of auctions in 1920-21, owing to the existence of large stocks and to uncertain conditions. At the close of sales in June, 1923, there was practically no wool remaining unsold in Sydney. The balance in store remaining unsold at 30th June, 1924, was 13,300 bales, and at 30th June, 1925, 171,700 bales.

Particulars of the appraisalment and purchase of wool under the Imperial Wool Purchase Scheme which operated during the years 1916-17 to 1919-20 were published in previous editions of this Year Book.

Sydney is by far the largest wool-selling centre of Australia, the quantity sold at Sydney wool sales being, usually, greater than at the two next largest centres (Brisbane and Melbourne) combined. Wool is also sold at Albury, on the southern border, but these sales are comparatively small in extent.

Prices of Wool.

On account of the very large number of varieties of wool and of the changing proportions of each in the total output, it is a matter of great difficulty to obtain price quotations which will show accurately the fluctuations of values from year to year.

However, it appears that the average values of Australian wool per pound have been subject to alternate periods of rising and falling which, on the basis of average export values from New South Wales, have been as follows:—Rising to 1830, falling 1831 to 1849, rising 1850 to 1861, falling 1862 to 1894, rising 1895 to 1907, falling 1908 to 1911, rising since 1912. These periods indicate the general trend only, because in certain years, notably 1900, 1914-15, 1920 and 1925, prices varied irregularly.

The following statement, compiled from the official records of the Sydney Wool Selling Brokers' Association, shows the average prices realised for wool at Sydney auctions in the past twenty-seven seasons:—

Season ended 30th June.	Average Prices per lb.		Season ended 30th June.	Average Prices per lb.		Season ended 30th June.	Average Prices per lb.	
	Greasy.	Scoured.		Greasy.	Scoured.		Greasy.	Scoured.
1899	d. 7 $\frac{1}{2}$	d. 13 $\frac{3}{4}$	1908	d. 9	d. 15 $\frac{1}{2}$	1917	d. 14 $\frac{3}{8}$	d. 20 $\frac{1}{2}$ *
1900	11 $\frac{3}{8}$	18 $\frac{1}{2}$	1909	7 $\frac{7}{8}$	13 $\frac{1}{2}$	1918	14 $\frac{3}{8}$ *	23 $\frac{1}{2}$ *
1901	5 $\frac{3}{8}$	10 $\frac{3}{8}$	1910	9 $\frac{1}{2}$	15 $\frac{1}{2}$	1919	15 *	25 $\frac{1}{2}$ *
1902	6 $\frac{1}{8}$	11 $\frac{1}{2}$	1911	8 $\frac{1}{2}$	14 $\frac{7}{8}$	1920	15 $\frac{5}{8}$ *	26 $\frac{1}{2}$ *
1903	8	14 $\frac{1}{2}$	1912	8 $\frac{1}{2}$	14	1921	12 $\frac{1}{2}$	25
1904	8 $\frac{1}{2}$	14 $\frac{1}{2}$	1913	9 $\frac{1}{2}$	16 $\frac{3}{8}$	1922	12 $\frac{1}{2}$	14 $\frac{3}{8}$
1905	8 $\frac{3}{8}$	14 $\frac{1}{2}$	1914	9 $\frac{1}{2}$	16 $\frac{3}{8}$	1923	17 $\frac{1}{2}$	23
1906	9	16 $\frac{1}{2}$	1915	8 $\frac{3}{8}$	15 $\frac{1}{2}$	1924	23 $\frac{1}{2}$	36
1907	9 $\frac{1}{2}$	15 $\frac{1}{2}$	1916	10 $\frac{1}{2}$	17 $\frac{1}{8}$	1925	25 $\frac{1}{2}$	41 $\frac{1}{2}$

* Price as appraised under Imperial Wool Purchase Scheme. The average amount to be added to the value of greasy wool in respect of surplus profits is 6·83d. per lb., of which one-half accrued to Australian growers.

These figures represent the average price of wool sold during the year, and furnish an accurate guide to the average value per pound of the clip produced in individual years.

The average prices of greasy wool do not provide an accurate measure of the variations in the value of wool as a commodity, because the market price of the clip in any season is affected by the proportion of natural grease which the wool contains. The quantity of grease varies according to the seasonal conditions. Wool grown in a good season carries more grease than that grown in a dry period. The feeding of sheep on rich rations for the purposes of obtaining a weighty carcase for export also causes an increase in the proportion of grease in the wool. The prices of both greasy and scoured wool shown above are affected by changes in the proportion of merino to cross-bred and of fleece to lambs' wool sold, and by such variable qualities as length, fineness, and soundness.

British Australian Wool Realisation Association Limited.

Particulars of the formation and early activities of this organisation are contained in the Year Book for 1921 at page 781.

The Association was brought into being on 27th January, 1921, to dispose of a total surplus of 2,691,827 bales of Australian, New Zealand, and South African wool, which had accumulated as a result of war-time operations under the wool purchase schemes of the Imperial Government.

The purchase of successive Australian clips which had been commenced in November, 1916 by the Imperial Government terminated on 30th June, 1920, and, when the whole of the purchases had been paid for at the flat rate of 15 $\frac{1}{2}$ d. per lb., and the Imperial Government had been reimbursed, it was found that there was a considerable credit in cash from sales of wool, and that there were still large surplus stocks of wool on hand to be sold.

Under the purchase agreement Australian growers became entitled to a half share in these surplus assets, which represented profits derived by the

Imperial Government from wool sold for civilian purposes. On 27th October, 1920, the Central Wool Committee, which had acted for the Commonwealth Government as agent for the Imperial Government in acquiring the wool, distributed to Australian growers as a first instalment of profits a sum of £7,653,000, or 5 per cent. of the appraised value of wool sold to the Imperial Government at the flat rate of purchase.

In December, 1920, a conference of wool-growers asked that the division of the surplus profits be at once proceeded with and that their share be allotted in the form of a half-share of the remaining assets, consisting of cash and wool. To this the Imperial Government agreed, and the growers formed a company to take over the assets, to realise on them, and to distribute the proceeds. Thus the British Australian Wool Realisation Association came into being early in 1921, and it took over from the Central Wool Committee, on behalf of Australian growers, £7,052,875 in cash, £990,020 in other assets, and 917,901 bales of wool valued at £13,957,105—a total of £22,000,000.

The Association was also entrusted by the Imperial Government with the task of marketing its half-share of Australian wools as well as large carry-over stocks of New Zealand, South African, and Falkland Island wools.

Although at the time the Association was formed the outlook was ominous, the wool market proved much stronger than had been anticipated, and under a system of carefully regulated offerings the last bale of carry-over wool was sold on 2nd May, 1924.

The Association was registered as a joint stock company in Victoria, with a capital of £22,000,000, consisting of £10,000,000 in Priority Wool Certificates and £12,000,000 in fully paid-up shares of £1 each. These certificates and shares were distributed amongst wool-growers in proportion to the total amounts of wool disposed of by them under the Imperial Purchase Scheme. The face value of the assets represented approximately one-seventh of the value of wool disposed of. The interests of growers whose total sales under the Imperial Purchase Scheme amounted to less than £100 were at once returned, and these, together with fractional payments, absorbed a sum of £249,697. As realisation proceeded the surplus assets of the Association were distributed among the holders of B.A.W.R.A. certificates and shares, distributions taking place on 30th July, 1921, 18th May, 1922, 14th April, 1923, and 12th February, 1924.

The following table furnishes a summary of the operations of the realisation scheme in each year of its existence and shows the amounts distributed among holders of B.A.W.R.A. stock in the Commonwealth, together with an estimate of the amount distributed in respect of wool grown in New South Wales:—

Year.	Total Wool disposed of.*	Sales of Australian Wool owned by B.A.W.R.A.			Amount distributed to holders of B.A.W.R.A. Stock.	
		Merino.	Crossbred.	Amount realised.	In re-pect of wool appraised in the Commonwealth.	In respect of wool grown in New South Wales.†
	Bales.	Bales.	Bales.	£	£	£
1921	801,449	242,015	88,100	6,394,821	4,953,277	1,865,160
1922	977,119	172,855	137,316	7,185,198	5,198,687	1,960,700
1923	703,601	36,847	159,573	4,587,066	5,924,020	2,295,500
1924	209,587	43	81,152	2,503,217	5,331,618	2,065,900
Total	2,691,756	451,760	466,141	20,670,302	21,407,602	8,187,200

* Including 1,773,855 bales disposed of by B. A. W. R. A. as agent for the British Government.

† Estimated.

The amount distributed by B.A.W.R.A. does not represent the total sum of net profits accruing to Australian growers, because it is exclusive of £7,653,000 distributed in October, 1920, by the Central Wool Committee, of which £2,980,000 was distributed in respect of wool grown in New South Wales and, in addition, there remained at 30th April, 1925, undistributed assets of B.A.W.R.A. amounting to £5,893,778, which will ultimately be available for distribution, besides £1,841,940 held in trust pending settlement.

The following statement provides a summary of the payments made to wool-growers under the Imperial Wool Purchase Scheme and of the distribution of profits accruing to growers therefrom to 31st December, 1924:—

Heading.	Date of Payment.	Amount of Payment in Respect of—	
		Wool grown in the Commonwealth.	Wool grown in New South Wales.*
<i>Flat Rate of Purchase—</i>		£	£
Value of wool as appraised	Upon appraisement	153,743,857	59,564,000
Add difference between average appraised value and 15½d. per lb.	„	6,856,923	3,936,000
Total paid for wool at 15½d. per lb.	„	160,600,780	63,500,000
<i>Growers' Share of Profits—</i>			
5 per cent. of appraised value distributed by Central Wool Committee	27 Oct., 1920	7,653,000	2,978,000
Retirement of small growers and fractional payments	30 July, 1921	249,697	} 1,865,000
First payment on priority wool certificates	30 July, 1921	4,703,581	
Final payment on priority wool certificates	18 May, 1922	5,198,686	
First capital reduction	14 Apl., 1923	5,924,021	
Second capital reduction	12 Feb., 1924	5,331,618	2,066,000
Total profits distributed ... ..	...	29,060,603	11,165,000
Total payments made ... ..	...	189,661,383	74,665,000
Nominal value of shares remaining ... ..	...	592,402	229,500
Value of assets† remaining { Ordinary ... ..	...	6,327,468	2,446,000
{ In trust ... ..	...	1,814,595	701,000

* Estimated. † Distribution deferred until Company is wound up.

The wool concerned in this purchase was that grown in the 1916-17 season and not disposed of before November, 1916, besides the whole of the produce of the next three seasons, other than wool exported on sheep skins. The amount realised for surplus wools, after paying the flat rate of 15½d. per lb. to the growers, was equivalent to an average of 6·88d. per lb. over the whole quantity of 2,486,721,752 lb. purchased in Australia by the Imperial Government. It is estimated that of this quantity 1,030,000,000 lb. were grown in New South Wales. The actual average amount realised for this wool was 22·38d. per lb., of which 18·94d. accrued to the growers and 3·44d. to the Imperial Government.

The total amount realised by B.A.W.R.A. for the Australian half of the carry-over wool transferred to it from the Commonwealth Government and the Central Wool Committee amounted to £28,164,673, and to this were

added £359,123 as agency fees for selling the British Government's wool, £1,307,564 interest earned on funds awaiting distribution, and £354,778 other receipts, making a total of £30,186,138 to 31st December, 1924.

A proposal was made in 1922 that B.A.W.R.A. be constituted as a permanent central organisation for the protection, stabilisation, and development of the Australian pastoral and agricultural industries. The proposal was submitted to a meeting of shareholders and was rejected. But in the early part of 1925, when the wool market had become disorganised and prices were falling rapidly, the proposal was revived, and the chairman of B.A.W.R.A. was asked to prepare a scheme for the stabilisation of the wool markets. This scheme was duly prepared and circulated among organisations of wool-growers for consideration. In the meantime ordinary auctions were resumed in July, 1925.

Destination of Wool Shipped.

The following statement shows the destination of the overseas shipments of wool from New South Wales during the two years ended June, 1923, and 1924, in comparison with similar information for the year 1913. The figures relate to the cargoes actually despatched during the periods specified, and not to the wool sold during each season:—

Destination.	Oversea Exports of Wool (000 omitted).								
	Greasy.			Scoured.			Totals.		
	1913.	1922-23.	1923-24.	1913.	1922-23.	1923-24.	1913.	1922-23.	1923-24.
	lb.	lb.	lb.	lb.	lb.	lb.	lb.	lb.	lb.
United Kingdom ...	50,120	79,639	50,685	10,609	2 4020	7,897	40	...	100
Canada ...	...	268	65	...	75	11	...	564	416
Austria ...	7,297	...	...	33	...	...	29	...	...
Belgium ...	27,222	18,687	22,731	2,021	1,839	1,388	...	...	387
France ...	76,486	63,212	59,660	12,658	7,163	4,599	...	10	99
Germany ...	54,266	17,291	14,599	4,579	3,398	1,394	...	...	17
Italy ...	3,638	11,918	9	132	254	196	...	...	...
Japan ...	5,661	30,479	25,283	129	657	786	3,435	3,527	2,918
Netherlands ...	...	1,339	7,661	...	349	616	...	...	...
United States ...	4,286	17,676	7,279	85	2,778	387	...	...	20
Other Countries ...	23	499	10,979	2	78	136	68	419	...
Total ...	223,999	241,058	198,951	30,248	40,611	17,410	3,562	4,520	3,957

The largest quantities of wool are sent usually to the United Kingdom, France, and Japan in the order named, although more greasy wool was sent to France than to the United Kingdom in 1923-24. Some of the wool sent to the United Kingdom is transhipped to other countries.

Approximately 75 per cent. of the wool is shipped in the greasy state, though the weight is loaded thereby with extraneous matter amounting to as much as the wool itself. It is considered that scoured wool stored in tightly-packed bales for a long period is more liable to deterioration than greasy wool. An important consideration in regard to the condition in which wool is shipped is the purpose for which the wool is needed. For certain classes of factories scoured wool is purchased, and in other cases manufacturers prefer to buy greasy wool and to subject it to special processes in classing and scouring.

CATTLE.

Cattle-raising, as connected with the dairying industry, is dealt with on page 609, and as connected with the meat trade on page 585.

Apart from dairying, industries connected with cattle, such, for instance, as the export of beef, have never existed on a large scale in New South

Wales. Local production scarcely meets the requirements of local consumption, and only the import of cattle from Queensland enables the maintenance of a small export trade in frozen and tinned beef. From 1916 to 1922 an appreciable increase was apparent in the number of cattle depastured, and the number in 1922 constituted a record for the State. The causes of this increase are shown, by the table on page 586, to have been the heavy importations of 1920-21, and the large natural increase in 1921-22, coupled with restricted slaughtering in those years. The influence of these factors is explained later in discussing the meat export trade and the markets for meat.

Just as the first effect of the check to meat prices caused an accumulation of cattle until 30th June, 1922, so did the continuance of unfavourable markets lead to a diminution in herds during the next two years. Breeding operations were curtailed, importation of live stock from Queensland was very restricted and the herds were heavily depleted.

The following table shows the total number of cattle in the State, including dairy cattle, at the close of each quinquennial period since 1861, and the numbers at 30th June of each of the last nine years—

Year.	Cattle.	Year.	Cattle.	Year.	Cattle.
1861	2,271,923	1896	2,226,163	1918*	3,161,717
1866	1,771,809	1901	2,047,454	1919*	3,280,676
1871	2,014,888	1906	2,549,944	1920*	3,084,332
1876	3,131,013	1911	3,194,236	1921*	3,375,267
1881	2,597,348	1913	2,822,740	1922*	3,546,530
1886	1,367,844	1916*	2,405,770	1923*	3,251,180
1891	2,128,838	1917*	2,765,943	1924*	2,938,522

* At 30th June.

The principal distinct breeds of cattle now in the State are the Durham or Shorthorn, Hereford, Jersey, Ayrshire, and Devon, but crosses from these breeds predominate. The number of pure and stud cattle in the State probably does not exceed 250,000.

The following table contains particulars of the sexes and ages of the cattle in the State in the last five years :—

At 30th June.	Bulls, 3 years and over.	Cows in Dairies, and Cows in Milk, but not in Dairies.	Other Cows not in milk.	Steers over 3 years.	Steers and Young Bulls (1 to 3 years).	Calves, under 1 year.	Total.
	No.	No.	No.	No.	No.	No.	No.
1920	36,272	903,023	1,157,477		508,039	479,521	3,084,332
1921	40,439	941,742	1,328,788		527,569	536,729	3,375,267
1922	43,381	974,087	684,640	700,737	529,933	613,702	3,546,530
1923	40,530	958,287	674,127	587,495	501,634	489,107	3,251,180
1924	38,045	949,135	583,685	563,324	427,941	373,392	2,938,522

Since 30th June, 1922, the total decrease in herds has been approximately 608,000, made up of 240,300 calves, 137,400 steers over three years, 102,000

young steers and young bulls, 98,600 cows not in milk, 25,000 dairy and milking cows, and 5,300 bulls over three years. Further details regarding dairy and milking cows are published on page 609. The number of calves under one year shows considerable variation on account of seasonal and market influences. The lowness of the numbers recorded on 30th June, 1920, may be attributed to dry seasons. In 1922-23 the number of calves dropped was large, but apparently because of the unprofitable state of the beef market, a very large number were destroyed or slaughtered, and, although the number of calves dropped in 1923-24 was considerably smaller than in 1922-23, the number destroyed or slaughtered for food reduced the number surviving to a level much below the lowest figure of the preceding five years.

Cattle Breeding.

The following table shows the number of cows in each class, and the increase in cattle herds from breeding in the past three seasons:—

Year ended 30th June.	Cows in Registered Dairies.			Other Cows.		Total Cows.	Calves.		*Calves slaughtered for food.
	Being Milked.	Springing Heifers.	Other.	Being Milked.	Dry.		Dropped during year.	Surviving at end of year.	
1922	414,557	68,222	404,643	85,665	684,640	1,658,727	995,128	613,702	103,883
1923	404,611	63,100	411,051	79,525	674,127	1,632,414	961,154	489,107	133,524
1924	418,535	71,515	374,435	84,680	586,635	1,535,820	804,923	373,392	123,760

* Including a number of calves dropped in the previous year.

Rather more than one-half of the cows are in registered dairies and hence are not generally available for breeding for beef purposes. It was stated before the Select Committee of Inquiry into the Meat Industry Encouragement Bill in 1924 that in a representative dairying district on the North Coast no less than 95 per cent. of bull calves and 75 per cent of heifer calves were destroyed shortly after birth. That this practice is general in dairying districts is shown by the fact that the ratio of calves dropped to calves surviving in 1923-24 was 27 per cent. in the North Coast district and 29 per cent. in the South Coast district. These averages relate to operations on a considerable number of holdings, including a large number used for grazing beef cattle only, or partly for grazing beef cattle, hence the proportion in the case of holdings used only for dairying is probably lower still. In districts where dairying operations are relatively small the proportion of calves surviving is very much higher, viz., on the tablelands 77 per cent., on the western slopes 82 per cent., and on the central plains 84 per cent.

It is clear, therefore, that the number of calves raised on dairy farms for beef purposes is negligible, and if it be assumed that the number of dairy cows in milk at 30th June shows the variations in the number calved on dairy farms during the year, it follows, by analysis of the number of calves slaughtered during the year, and the number surviving at the end of the year, that the number of cows producing calves for beef purposes was at least 200,000 less in 1923-24 than in 1921-22, the respective totals being in the neighbourhood of 350,000 and 550,000 calves. This is largely accounted for by the fact that 65,000 more cows were slaughtered in 1922-23 than in 1921-22, and 60,000 more in 1923-24 than in 1922-23.

Part of the difference between the number of calves dropped during the year and the number surviving at the end of the year is caused by the slaughter of calves for food. However the number of calves destroyed during the last three years has not shown any marked variation.

Interstate Movements of Cattle.

By reason of the existence of diseases among the cattle of certain districts, notably the presence of cattle tick in the north-east of New South Wales and in parts of Queensland, the interstate movement of cattle is closely regulated in order to stay the spread of disease. In certain cases cattle are quarantined, dipped or sprayed on admission and subject to special treatment should such become necessary within a fixed period thereafter.

The following statement shows the number of live cattle (so far as recorded) passing into and out of New South Wales during each of the past five years. The movement is principally overland, comparatively few cattle being transported by sea.

Year.	From New South Wales.				To New South Wales.			
	To Victoria.	To Queens-land.	To South Australia and by Sea.	Total.	From Victoria.	From Queens-land.	From South Australia and by Sea.	Total.
	No.	No.	No.	No.	No.	No.	No.	No.
1919-20	120,407	29,412	6,546	156,365	59,219	117,263	2,855	179,337
1920-21	100,508	19,240	6,976	126,724	142,958	375,597	4,780	523,335
1921-22	158,834	24,740	12,355	195,929	43,318	204,830	1,153	249,301
1922-23	111,570	22,088	17,249	150,907	44,457	109,555	2,785	156,797
1923-24	114,936	11,574	23,702	150,212	40,757	251,031	1,655	293,443

Although the effects of seasonal variations are apparent during this period there is, on the whole, a heavy but fluctuating import of cattle to New South Wales from Queensland, and a considerable export to Victoria. The interchange with South Australia is small. The large import to New South Wales in 1920-21 consisted principally of cattle for slaughtering purposes, as with the breaking of the drought in New South Wales in June, 1920, cattle were withheld from market for fattening and for breeding purposes.

In 1923-24 there was considerable importation from Queensland.

During the five years covered in the table there was an excess of imports from Queensland of about 942,222 cattle, and an excess of exports to Victoria amounting to 275,546. The total net gain to New South Wales from all sources was about 622,076. During the same period the estimated number of cattle and calves slaughtered for export was 203,612.

Increase and Decrease of Cattle.

The number of cattle in New South Wales varies under the influence of three factors, viz., importation, slaughtering, and natural increase, i.e., excess of calving over deaths from causes other than slaughtering. The operation of each of these during each of the past seven years is shown below:—

Year.	Cattle at beginning of Year.	Net Imports of Cattle.	Cattle and Calves Slaughtered.	Cattle at end of Year.	Estimated Natural Increase.*
1917-18	2,765,943	101,424	378,123	3,161,717	672,473
1918-19	3,161,717	(—) 48,082	437,187	3,280,676	604,228
1919-20	3,280,676	22,972	593,997	3,084,332	374,681
1920-21	3,084,332	396,611	526,055	3,375,267	420,379
1921-22	3,375,267	53,372	631,789	3,546,530	749,680
1922-23	3,546,530	71,269	739,050	3,251,180	372,431
1923-24	3,251,180	143,231	752,489	2,938,522	296,600

(—) Denotes excess of exports. * Excess of calves dropped over deaths of cattle and calves other than by slaughtering.

Seasonal and market influences have a pronounced effect on imports, slaughtering, and natural increase. The natural increase in the bad season of 1919-20 was only about one-half as great as that of 1921-22, and it was still lower in 1922-23 when market conditions were unfavourable. A further decrease occurred in 1923-24, and the natural increase was much lower than in any of the previous six years, not excluding the drought of 1919-20. The natural increase, as shown above, represents only the excess of the number of calves born during the year over the number of cattle of all kinds which died during the year other than by slaughtering. The number of calves surviving at the end of each year is shown on a previous page.

HORSES.

There was a great advance in horse-breeding between 1910 and 1918, owing to the increased demand which arose as a consequence of widening settlement, prosperous seasons, and defence requirements. During the past five years, however, there has been a marked decline due to the adverse seasons of 1918-20, the low prices prevailing, and probably to an increased use of motors for transport.

The following table shows the number of horses in New South Wales at the end of quinquennial periods since 1861, and at 30th June in each of the last nine years:—

Year.	Horses.	Year.	Horses.	Year.	Horses.
1861	233,220	1896	510,636	1918*	742,247
1866	274,437	1901	486,716	1919*	722,723
1871	304,100	1906	537,762	1920*	662,264
1876	366,703	1911	689,004	1921*	663,178
1881	398,577	1913	746,170	1922*	669,800
1886	361,663	1916*	719,542	1923*	660,031
1891	469,647	1917*	733,791	1924*	658,372

* At 30th June.

The number of the horses in the State reached its maximum of 746,170 in 1913, and it remained near this level until 1919. In 1919-20 there was a sudden decrease and the number of horses has remained in the vicinity of 660,000 ever since.

For purposes of classification the horses have been divided into draught and light, and the number of each particular kind, at the 31st December, 1923, so far as could be ascertained from returns collected by the Stock Department, was as follows:—

Class.	1923.			1913.
	Thoroughbred.	Ordinary.	Total.	Total.
Draught	24,957	229,809	254,766	260,536
Light	31,708	226,063	257,771	355,414
Total	56,665	455,872	512,537	615,950

The number of horses shown above represents only those on holdings which depasture ten or more horses, or live stock equivalent to 100 or more sheep. The comparison shows that the decrease in the numbers has occurred almost entirely among light horses.

New South Wales is specially suited to the breeding of saddle and light-harness stock, and it is doubtful whether, in these particular classes, the Australian horse can be surpassed anywhere. It is now, however, being rapidly supplanted by the motor-car for purposes of rapid transport.

Thoroughbred sires are kept on many of the large holdings, and at many centres throughout the country, while special breeding stock are kept at most of the Government experiment farms.

There is a small export trade to India, where the horses are required as remounts for the army. The number of horses sent there during the year ended 30th June, 1924, was 121, and the value was £2,420. The total number of horses of all descriptions exported during the year was 400, valued at £22,264.

Horse Breeding

Horse breeding operations have been decreasing since 1913, when the number of foals reared was 79,620. A sudden decrease occurred in the bad season 1919-20, when the number reared was only 24,755, as compared with 40,015 in the previous year. There has not been any sustained recovery since that season.

During the three years between July, 1916 and June, 1919, approximately 136,000 foals were reared as compared with only 82,600 during the last three years for which records are available. The number of foals dropped during normal years is, on the average, between 7 and 8 per stallion, but the number of stallions in the State is decreasing rapidly.

The following table shows the number of horses of each sex, and the number of foals at the end of each of the past seven years:—

At 30th June.	Stallions.	Mares and Fillies.	Geldings and Colts.	Foals under 1 year.	Total.
1918	6,407	341,991	347,017	46,832	742,247
1919	5,587	330,540	346,581	40,015	722,723
1920	4,609	305,211	327,689	24,755	662,264
1921	4,270	314,073	324,770	20,065	663,178
1922	4,318	314,276	321,521	29,685	669,800
1923	4,021	310,747	316,647	28,616	660,031
1924	3,809	311,275	318,981	24,307	658,372

There is comparatively little interstate movement of horses, and practically no import by sea, and the number of foals reared in the past five years has been only about 127,300. It is apparent therefore that the average age of the horses in the State must be increasing rapidly, and that unless breeding or importation increases there will be a steady decline in the number of horses.

OTHER LIVE STOCK.

Particulars of the number of pigs in the State are shown on page 567.

The number of goats in New South Wales in June, 1924, was 32,083, including 3,088 Angora goats. Under the provisions of the Dog and Goat Act, 1898, the use of dogs or goats for purposes of draught is prohibited.

In New South Wales camels are used principally as carriers on the Western Plains, but their numbers are steadily diminishing. The number in June, 1924, was 798, compared with 1,792 at the close of the year 1913.

Donkeys and mules are not extensively used in New South Wales, the numbers in 1924 being 287 of the former and 146 of the latter. Most of

these are situated in the Western Division, where they are used for purposes of transport. The increase in 1923-24 as compared with 1922-23 was due to movements across the border.

The climate of certain portions of the State is considered specially suitable for ostrich farming, though it is not conducted on an extensive scale. The number of ostriches at the end of June, 1924, was 36 as compared with 148 at the close of the year 1923.

PRICES OF LIVE STOCK.

The following statement shows the average prices of fat stock in the metropolitan saleyards at Flemington during the years 1920 to 1924. The amounts stated are the means of the monthly prices which are published annually in the Statistical Register.

Stock.	1920.	1921.	1922.	1923.	1924.
Cattle.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Bullocks and Steers—					
Mean of Prime and Good	18 7 0	9 14 0	7 18 0	10 3 6	9 4 6
Cows and Heifers—					
Extra Prime and Prime...	20 3 0	9 9 0	6 15 0	10 5 6	7 19 0
Calves, Vealers—					
Good	4 7 6	3 10 6	2 6 3	2 5 0	2 6 6
Sheep.					
Cross-bred—					
Wethers—					
Mean of Prime and Good	1 16 0	0 18 0	1 0 3	1 8 9	1 17 0
Ewes—					
Mean of Prime and Good	1 12 9	0 15 0	0 15 0	1 5 6	1 13 0
Merino—					
Wethers—					
Mean of Prime and Good	1 15 9	0 18 9	1 1 6	1 13 3	1 16 0
Ewes—					
Mean of Prime and Good	1 8 9	0 14 6	0 14 6	1 4 0	1 9 0
Lambs, and Suckers Woolly—					
Mean of Prime and Good	1 7 3	0 14 0	0 17 9	1 4 0	1 9 0
Pigs.					
Porkers—					
Good	4 4 0	3 14 3	2 18 6	3 2 6	3 7 0
Baconers—					
Good	6 18 6	5 7 6	4 2 6	5 2 6	4 11 6

The prices of stock in local markets are influenced very largely by the nature of the seasons, but the condition of oversea markets for meat, hides, skins, etc., is also an important consideration. During bad seasons stock are hastened to market and prices are low, but, when the dry weather breaks, efforts to re-stock cause a decrease in yardings, and prices for a time are abnormally high.

In July, 1920, when the drought had ended, a sharp rise occurred in the prices of fat stock, supplies at the saleyards having diminished when graziers began to re-stock their holdings. The abnormal prices lasted for about three months, then the yardings increased, and the prices fell more rapidly than they had risen. After the restoration of a free meat market in the United Kingdom in March, 1921, the price of frozen meat, and more especially of frozen beef, declined heavily and the market for beef remained depressed until towards the end of 1924. Throughout 1921 prices of live stock at Flemington declined heavily, though sheep tended to become dearer towards the end of the year in response to the more favourable prospects of the wool trade. This tendency continued until September, 1922, when

they were approximately 100 per cent. dearer than in October, 1921. A steep decline then occurred until the end of the year, when prices showed an upward tendency, but the rise was not sustained. The continued dry weather caused a large supply of stock to be placed on the market during the early months of 1923, and prices declined steadily. In May, however, the seasonal conditions improved and in the following month beneficial rains fell in the pastoral districts causing prices of stock to rise rapidly as graziers competed for supplies to replenish their flocks and herds. The upward movement lasted until August in the case of sheep, and September in the case of cattle.

In the meantime, as shearing progressed, an ample number of shorn sheep were ready for market. The condition of local cattle had improved and a large number were imported from Queensland. Therefore prices began to fall again. The rise had been so rapid that the average price of prime medium bullocks rose from £9 15s. in April to £22 14s. in September, and of prime wethers from 22s. 6d. for crossbred and 31s. for merinos in April, to 48s. and 55s. 6d. respectively in August. At the end of the year the corresponding prices were—bullocks £10 13s.; wethers—crossbred 29s. 3d., merino 28s. 6d. The seasonal conditions throughout 1924 were good and the price of cows and bullocks declined, owing to the pressure of supplies and the absence of a profitable overseas market. The supplies of sheep were restricted by reason of the excellent prices prevailing for wool and prices, especially for crossbreds, rose considerably and exceeded the levels reached in 1920. In regard to the monthly prices of sheep it should be noted that the quantity of wool carried by the stock is an important factor affecting the price. As a general rule sheep at market in January and February are shorn, during March and April they have growing fleece, from May to August they are woolly, and from September to December both shorn and woolly sheep are marketed.

MEAT TRADE.

The meat trade commenced to assume importance in New South Wales toward the end of the nineteenth century, when an export trade in frozen and chilled meat became possible through the provision of refrigerated space in ocean steamers.

Whereas, in the earlier years, surplus stock frequently found no better outlet than boiling-down works, and were, therefore, of no greater value than that of the hides or skins and tallow produced from them, an overseas market for both frozen and canned meats has been opened up. Boiling-down operations have practically ceased, and the export trade has grown considerably, although its progress has been subject to vicissitudes.

The opening, the expansion, and the boom of overseas trade, which occurred respectively about 1900, 1911, and from 1914 to 1921 caused substantial rises in the local prices of both beef and mutton.

Since 1921 the market values of Australian meat have been dominated by world influences, and in particular the price of mutton has risen through the competition of wool-growing, while that of beef has fallen through the depression in the values of frozen beef due to the preference of English consumers for chilled beef from South America.

Under the control exercised by the Imperial Government through its war-time trade activities, the price of meat was raised to unprecedented heights but, after the free market was restored in England in March, 1921, the influence of the world wide economic depression was felt and prices, especially of frozen beef, fell precipitately in London, remaining for the next three years little above the level of 1913. This was disastrous to Australian cattle interests because costs of slaughtering and marketing

stock had increased so heavily that it ceased to be profitable to raise cattle for the export trade. At the same time seasonal factors operated to depress the local market. When the drought had terminated in June, 1920, stock were, for a time, held back for fattening and prices rose as supplies diminished, but the supply of fat stock became augmented in 1921 and prices of fat stock in Sydney inevitably fell. Although the local consumption of beef increased rapidly with the return to lower prices, the natural limitations of the market were soon reached and the local demand was not sufficient to support the industry, which had developed an export trade. As a consequence the local cattle markets became heavily depressed and, although there was a temporary improvement through seasonal causes in 1923, cattle-raising ceased to provide attractions for meat producers.

Happily, the position of the meat trade in mutton and lamb was much better than that in beef. The depression which followed the removal of Government control of the British markets in March, 1921, began to pass away by the end of that year and the average prices realised for frozen mutton during 1922 and 1923 were rather more than 50 per cent. above the average for 1913. Toward the end of 1924 prices improved still further and in December were 100 per cent. above the average for 1913. For frozen lamb prices were even more favourable. This condition was attributed largely to a marked preference on the part of English consumers for mutton and lamb as a reaction to the forced consumption of beef during the war.

Despite the relatively happy position of mutton and lamb in English markets, however, there was only a temporary expansion in the export of these meats in the years 1921-22 and 1922-23, when seasonal conditions militated against the retention of sheep. In 1923-24, when the pastoral season was more favourable and the wool market had reached a highly profitable level, the trade in mutton and lamb contracted rapidly. Slaughter for local requirements decreased by one-quarter and the number slaughtered for the export trade was only one-third of the number of the previous season.

Encouragement of the Meat Industry.

The difficult situation which confronted the meat industry in 1922—and more especially the trade in beef—gave rise to much discussion among those directly concerned in the industry as to means of organising and stabilising the export trade and of warding off disaster. As a result of representations made to the Federal Government, a Meat Export Bounties Act was passed providing a Government subsidy of 4d. per pound on all beef killed between 5th April and 31st October, 1922, and exported before 31st December in that year. The payment of this bounty was made conditional upon a reduction being secured of 3d. per pound in treatment charges at the meat-works, and 1d. per pound in ocean freights.

While this legislation was under discussion the idea was conceived of organising the meat industry intensively, and a national conference, which met on 19th and 20th September, 1922, drafted a scheme of organisation for the industry with a view to rendering it capable of competing on favourable terms with similar industries in other countries.

The organisation proposed consisted of a Ministerial Meat Council, an Australian Meat Council, and an Advisory Meat Board for each State. The Ministerial Meat Council consists of a Minister of the Crown from each State, and its functions are to meet once a year for the consideration of legislation and other matters of common interest.

The scheme of organisation envisaged necessitated the passage of additional legislation, and appropriate bills were drafted. These were passed

by the Commonwealth Government and by the Governments of New South Wales, Queensland and Tasmania, and brought into operation in the first half of 1925.

Australian Meat Council.

This Council, formed in 1922, was given legal status by the Meat Industry Encouragement Act passed by the Commonwealth Parliament on 20th October, 1924, and brought into operation on the 19th March, 1925. It consists of one representative of the Commonwealth Government and one of each State Government which has provided for such representation, sixteen representatives of meat producers, and seven representatives of meat-works established in Australia (one from each State and one from the Northern Territory). The representatives of meat producers and of meat-works are to be chosen by the respective State Meat Advisory Boards. Three meat producers' representatives are to be nominated from New South Wales representing respectively the cattle, sheep, and lamb interests. The Council has power to make recommendations to the Government as to the administration of any Act relating to the export and interstate trade in meat and meat-products, including such matters as grading, quality and general condition, and to advise the Government as to any matters or measures calculated to encourage or improve the meat industry.

The funds of the Council are to be derived from the levy of such rates as it shall determine, and these rates are to be collected by the State Advisory Meat Boards under laws of the States.

New South Wales Meat Advisory Board.

The first meeting of this Board took place in December, 1922, and it was given legal status by the New South Wales Meat Encouragement Act, 1924, passed on 24th December, 1924, and brought into operation on 22nd May, 1925. The existing Board was appointed by the Governor to continue in office until May, 1926, when the new board will be elected by the stock-owners assessed under the Act. The Board consists of two owners of stock representing the cattle interest, three representing the sheep interest, and one the lamb interest, in addition to three persons representing the meat works of the State, and one State and one Commonwealth executive officer, neither of whom has power to vote in any proceedings of the Board.

The Board's functions are to advise the Government on all matters relating to the Act, to be agent for the Australian Meat Council, to deal generally with any measures which it may deem necessary to increase the production of beef or mutton and their by-products, and to improve the methods of breeding, carrying, killing, cold-storing or selling stock and meat and products thereof.

The Minister administering the Act is charged with the duty of making a levy in September of each year upon the owners of more than 100 cattle or 500 sheep at such rates as are determined by the Australian Meat Council and recommended by the New South Wales Meat Advisory Board. The rate of this levy must not exceed one penny per head of cattle, and one-sixth of a penny per sheep. Such levy is to be paid into the Meat Industry Encouragement Fund at the Treasury, and after deducting expenses incurred in the administration of the State Act, is to be paid on demand to the Australian Meat Council.

It is proposed to make the first levy in September, 1925, and within three months of that date a poll of stock owners paying the levy may be taken (if demanded by not less than one hundred such owners) to determine whether any further levy shall be made under the Act.

The Council and Advisory Board have already performed a considerable volume of work in investigating and improving marketing systems and con-

ditions oversea, in exploring new markets in the East, in improving the local transport and handling systems for stock and meat, and in securing reductions in rates of ocean freight.

Slaughtering.

The slaughter of live stock for sale as food, either for local consumption or for export, is permitted only in places licensed for the purpose, in accordance with the Cattle Slaughtering Act, 1902.

The following table shows the numbers of slaughtering establishments and of employees, together with the total number of stock slaughtered in the State at intervals since 1901. The figures relating to the establishments and employees, prior to 1921, are in excess of the actual number, as they include a large number of butchers' shops in country districts and the shop hands employed therein.

Year.	Slaughter-houses.		Stock Slaughtered in Establishments and on Farms and Stations.					
	No.	Employees.	Sheep.	Lambs.	Bullocks. †	Cows.	Calves.	Swine.
1901	1,642	4,675	4,372,016	147,117	202,795	113,374	19,654	248,311
1906	1,522	4,391	4,229,407	252,648	237,722	94,955	26,200	281,650
1911	1,287	4,343	6,146,739	400,186	306,773	182,178	59,969	316,331
1916*	1,071	3,722	3,815,477	361,831	187,882	165,134	31,986	219,806
1921*	960	1,342	3,506,068	345,255	300,941	145,610	79,504	238,259
1922*	1,061	1,758	4,598,814	631,035	407,029	120,877	103,883	336,369
1923*	1,052	2,180	4,441,760	1,224,516	420,117	165,409	133,524	339,544
1924*	1,073	1,750	2,978,624	638,731	382,767	245,962	123,760	302,733

* Year ended 30th June. † Includes a small number of bulls.

The majority of the stock, except swine, are slaughtered in the metropolitan establishments, though it is considered that many advantages would result if facilities were provided to treat all the stock in the districts where they are depastured. In 1923-24 the sheep and lambs slaughtered in the county of Cumberland numbered 1,575,881 sheep, 564,760 lambs, 215,769 bullocks, 117,884 cows, 110,659 calves, and 152,906 swine. The numbers slaughtered on stations and farms were:—Sheep, 854,037; lambs, 10,080; cattle, 45,344; and swine, 16,044.

The particulars stated above relate to the stock slaughtered for all purposes, and the following statement shows the number of sheep and cattle used for local consumption as fresh meat and those frozen for export or preserved during the last three years. Occasionally, during periods of shortage, meat frozen or chilled for export is released for local consumption. Such a period of shortage was experienced in the latter part of 1923.

Purpose for which slaughtered.	1921-22.		1922-23.		1923-24.	
	Sheep and Lambs.	Cattle (including Calves).	Sheep and Lambs.	Cattle (including Calves).	Sheep and Lambs.	Cattle (including Calves).
	No.	No.	No.	No.	No.	No.
Local consumption ...	4,197,101	565,306	4,056,872	672,782	3,092,652	704,325
Export to other States or boiled down for tallow ...	25,645	4,300	28,705	4,763	19,283	3,636
Export oversea ...	727,986	46,630	1,431,864	39,498	494,168	34,491
Meat-preserving ...	279,117	15,553	148,835	22,007	11,252	11,998
Total Slaughtered ...	5,229,849	631,789	5,666,276	739,050	3,617,355	754,450

Marked fluctuations are experienced in regard to the frozen and preserved meat industries. During the year ended June, 1921, there was a decline of 72 per cent. in the number of animals treated for those purposes, but although there was a marked increase in 1921-22 and 1922-23 there was a fall in 1923-24 practically to the level of 1920-21. During the three years reviewed in the table the numbers of carcasses of Australian frozen lamb and mutton exported from New South Wales were 1,006,343, 1,723,720, and 435,389 respectively.

In country towns licensed slaughter-houses are inspected by a local officer appointed and controlled by the Local Government authorities. In Newcastle public abattoirs were established in 1912 under control of a board, elected by the councils of the local areas in the district.

In the metropolitan area stock is slaughtered at the State Abattoirs at Homebush Bay. Animals sold at Flemington are inspected before being killed and the diseased are destroyed, while "doubtful" beasts are marked for further special attention at the abattoirs. There is a staff of inspectors at the State Abattoirs and inspectors are stationed at private slaughtering premises throughout the County of Cumberland. The operations of the inspectorial staff are supervised by the veterinary officers of the Metropolitan Meat Industry Board, who pay regular visits to the different establishments.

Particulars of stock slaughtered at the State Abattoirs, Homebush Bay, during recent years are shown in the following statement:—

Year ended 30th June.	Cattle.	Calves.	Sheep and Lambs.	Pigs.
1915	195,028	48,148	2,116,844	65,718
1916	100,794	19,137	1,309,810	64,884
1917	103,909	30,016	1,275,430	71,679
1918	101,084	23,132	1,061,471	93,567
1919	130,373	42,635	1,838,243	132,065
1920	209,649	65,824	2,542,348	94,595
1921	165,381	70,097	1,407,034	76,316
1922	210,927	88,102	2,260,196	114,766
1923	242,893	107,683	2,361,522	153,241
1924	233,930	100,669	1,479,339	134,521

Of the stock slaughtered at the State Abattoirs in 1923-24 the following numbers and proportions were totally condemned:—Cattle 1,957, or .83 per cent.; calves 1,187, or 1.17 per cent.; sheep and lambs 1,848, or .12 per cent.; and pigs 1,611, or 1.20 per cent. In addition 3,836 cattle, 4 calves, 1,685 sheep and lambs, and 2,769 sheep and lambs were partially condemned.

The following table shows the numbers of stock yarded annually at Flemington saleyards, where most of the stock slaughtered in Sydney are sold:—

Year ended 30th June.	Sheep.	Cattle.	Year ended 30th June.	Sheep.	Cattle.
1915	3,381,937	255,876	1920	2,792,879	260,306
1916	2,317,602	158,453	1921	2,255,970	251,065
1917	1,711,246	149,604	1922	3,179,875	282,399
1918	1,756,301	146,630	1923	3,558,487	327,506
1919	2,684,652	178,140	1924	2,005,887	320,914

Certain aspects of the local meat trade, especially the carriage and consumption of meat, are discussed in part "Food and Prices" of this Year Book.

Prices of Meat, Sydney.

The following table shows the average wholesale prices of meat in Sydney in each month since January, 1923:—

Month.	Beef.						Mutton and Lamb.					
	1923.		1924.		1925.		1923.		1924.		1925.	
	Fores.	Hinds.	Fores.	Hinds.	Fores.	Hinds.	Mutton.	Lamb.	Mutton.	Lamb.	Mutton.	Lamb.
January	d. 1.3	d. 5.2	d. 2.5	d. 5.9	d. 1.9	d. 4.0	d. 4.7	d. 6.4	d. 6.5	d. 7.9	d. 7.2	d. 9.5
February	1.2	3.8	2.5	5.5	1.8	3.9	4.2	6.0	6.2	8.1	7.2	9.7
March	1.4	4.1	2.0	4.9	1.9	4.0	4.2	5.8	6.5	8.0	6.3	9.3
April	1.4	4.0	1.9	4.3	1.9	4.1	4.1	5.7	5.9	8.3	6.0	8.6
May	2.0	4.9	1.9	3.9	2.0	4.2	5.1	6.6	5.5	8.2	6.3	9.4
June	2.6	5.1	2.1	3.8	2.4	4.5	7.3	8.8	5.7	8.9	6.5	9.5
July	3.5	6.4	1.9	3.6	..	..	9.0	11.3	5.1	8.4	..	..
August	4.0	6.8	2.0	4.0	..	..	8.8	10.6	5.1	8.0	..	..
September	4.3	7.0	2.2	4.5	..	..	5.9	7.5	5.0	8.6	..	..
October	2.4	4.8	2.1	4.5	..	..	4.3	6.6	5.8	8.0	..	..
November	2.8	5.9	2.1	4.4	..	..	5.1	7.0	6.6	8.1	..	..
December	2.2	5.3	2.1	4.5	..	..	5.0	7.0	6.7	9.1	..	..
Average	2.4	5.3	2.1	4.5	2.0§	4.1§	5.6	7.4	5.9	8.3	6.6§	9.3§

§ Six months.

Although there have been minor fluctuations, usually caused by the incidence of rainfall, this table shows that during the past two and a half years there has been a gradual decline in the prices realised for beef and a gradual increase in those received for mutton and lamb.

Meat Export Trade.

The meat export trade of New South Wales has now assumed considerable proportions, and particulars of the attention given to sheep-breeding for this purpose may be found on a previous page.

Especial attention is given to preparation and transport of meat for export in order to ensure a high standard in the product. Stringent regulations have been issued by the Department of Trade and Customs regarding inspection and shipment of meat exported. The work is carried out by the Commonwealth authorities. All stock killed for export are examined in a manner similar to those for local consumption, and carcasses which have been in cold storage are re-examined immediately before shipment. In all the large modern steamers visiting the ports of New South Wales refrigerated space has been provided.

The meat trade is a comparatively recent development, and the number of stock available for export depends mainly upon the season, as in periods of scarcity the local demand absorbs the bulk of the fat stock marketed.

The quantity of frozen meat exported overseas in various years since 1891 is shown below. Ships' stores, amounting annually to several millions of pounds in weight, are not included in the table:—

Year.	Frozen or Chilled.				Preserved.		Value of all Meat Exported.†
	Beef.	Mutton and Lamb.	Total Weight.	Total Value.	Weight.	Value.	
	cwt.	cwt.	cwt.	£	lb.	£	£
1891	*	*	105,013	101,823	6,509,923	85,629	201,421
1896	26,529	559,507	586,036	294,596	14,365,300	187,957	562,389
1901	115,050	351,516	466,566	541,525	10,086,940	209,697	914,573
1906	32,640	455,165	487,805	579,294	3,121,933	62,307	724,048
1911	65,097	535,259	600,356	758,155	20,783,779	401,384	1,291,404
1915-16	7,000	236,099	243,099	562,262	4,087,618	159,711	771,502
1917-18	36,464	77,864	114,328	302,846	21,522,696	1,230,083	1,673,328
1918-19	21,363	173,122	194,485	497,784	33,836,189	2,600,846	2,733,699
1919-20	55,460	476,491	531,951	1,341,004	20,687,722	1,305,126	2,761,015
1920-21	110,727	166,039	276,766	937,040	4,479,460	235,801	1,225,354
1921-22	95,579	383,479	479,058	1,152,637	5,112,612	184,192	1,382,275
1922-23	68,800	562,749	631,549	1,769,601	5,781,998	152,718	1,966,624
1923-24	20,892	140,666	161,558	493,995	2,358,431	74,879	595,949

* Not available.

† Fresh, frozen, preserved, and salted beef, mutton, and pork.

There was, prior to the war, an encouraging development in the meat export trade, and the prospects of its establishment on a stable foundation appeared highly favourable. European countries were gradually opening their ports to frozen meat, and the trade in the East was increasing. The war, however, closed many markets and, through inability to secure freight space for commercial purposes, exports were hampered seriously. Early in 1915 arrangements were made in terms of the Meat Supply for Imperial Uses Act, for the purchase by the Imperial Government of the whole output of beef and mutton available for export during the period of the war and until October, 1920. Details of the transactions were given on page 482 of the 1920 issue of this Year Book. The subsequent experience in the meat trade has been dealt with on page 590.

The movement of the London prices for Australian frozen meat during the last four years in comparison with 1913 is shown below. The quotations represent the monthly average of the weekly top prices.

Month.	Frozen Beef (Hinds) per lb.					Frozen Mutton per lb.				
	1913.	1921.	1922.	1923.	1924.	1913.	1921.	1922.	1923.	1924.
January	d. 3½	d. 11	d. 4½	d. 4½	d. 4½	d. 4½	d. 9	d. 5½	d. 7½	d. 6½
February	3½	11½	4½	4½	4½	4	9	6½	7½	7
March	3½	9½†	4	5	*	3½	9†	6½	6½	6½
April	3½	6½	4½	*	*	4	8	6½	6	*
May	3½	5½	4½	*	*	3½	8	6½	5½	*
June	3½	5½	4½	*	*	4	*	5½	6	*
July	4	5½	4½	5½	*	4	*	5	6	*
August	4	5½	4½	4½	5½	4	*	5	6½	*
September	4	5½	5	4½	5½	4	*	5½	6½	*
October	4½	5½	4½	4½	5	4	*	6½	6½	7
November	4½	5	4½	4½	5½	4	4½	7	6	7½
December	4½	5	4½	4½	5½	4½	4½	7½	6½	8
Annual Average	4	6½	4½	4½	4½	4	7½	6½	6½	7½

* No quotation.

† Government control removed.

It was estimated in February, 1925, that the average cost of marketing frozen beef in London from the time the beast left a representative inland cattle station was 3½d. per lb., including commission, insurance and exchange, calculated on the basis of beef selling at 5d. per pound in London. The reduction of ½d. per lb. in ocean freights from 1st March, and the reduction of exchange charges on 6th May, due to the restoration of the gold standard on exchange, lowered the costs as estimated to 2½d. per lb. These adjustments represented a very considerable improvement in the net returns of producers.

Two important changes occurred in the demand of the London market during 1921 and 1922—supplies of chilled beef from South America, which had been small since 1915, increased and exceeded their pre-war volume, while importations of frozen beef from all sources, including Australia, decreased heavily. In addition, the market demand favoured mutton and lamb, and beef was neglected, probably in reaction to its enforced consumption during the war period when mutton and lamb were scarce. As a consequence, supplies of beef were excessive during 1922 and 1923, and prices remained throughout the year at about the same level as in the latter part of 1913, and on account of increased freight and handling charges proved unprofitable to local growers. Towards the end of 1924 there was an appreciable rise in the prices of frozen beef due to a falling-off in supplies from South America. The demand for mutton has been well sustained, and prices rose by 50 per cent. during the year 1922. In the following year the arrival of exceptionally heavy shipments had a depressing effect upon prices, but the average for the year was slightly higher than for 1922. The supply of Australian mutton on the English market failed during the spring and summer of 1924, and when supplies again became available in October a better price was realised.

The following comparison of the imports of meat to the United Kingdom during the past three years in comparison with those preceding the war shows the relative importance of the principal suppliers in relation to Australia :—

Year.	Beef (000 omitted).				Mutton and Lamb (000 omitted).			
	South American.	Australian.	Other.	Total.	South American.	New Zealand.	Australian.	Total.
	tons.	tons.	tons.	tons.	tons.	tons.	tons.	tons.
1912	341	45	14	400	86	108	49	243
1913	380	67	13	460	67	110	83	260
1914	336	78	28	442	67	119	66	252
1921	441	84	56	581	92	223	21	336
1922	440	59	38	537	85	151	49	285
1923	547	43	47	637	109	114	64	288
1924	551	38	38	627	103	120	23	249*

* Including other.

The following statement shows the average wholesale prices per pound obtained in each year since 1913 for Scottish and frozen mutton sold in London :—

Year.	Best Scottish.	New Zealand.	Australian.	Argentine.	Year.	Best Scottish.	New Zealand.	Australian.	Argentine.
	d.	d.	d.	d.		d.	d.	d.	d.
1913	7½	4½	3½	3½	1919	14½	12	12	12
1914	8½	5½	4½	4½	1920	19½	9½	9½	9½
1915	9½	6½	5½	6½	1921	18	8½	7½	7½
1916	12½	8½	7½	9	1922	16½	7½	6½	7½
1917	14½	8½	8½	10½	1923	15	8½	6½	7
1918	13½	9	9	13½	1924	14½	8	7½	7½

Meat Works.

Apart from slaughtering, important subsidiary industries in the handling of meat have arisen in the form of refrigerating and meat-preserving works. The extent of their activities, however, is subject to marked seasonal fluctuations. Particulars of the numbers of sheep and cattle handled in the various works, and of the output during the past five years are shown below :—

Year.	Carcases etc. Treated.					Output of Meat Preserving Works.		
	Refrigerating Works.		Meat Preserving.			Tinned Meat.		By-Products, etc
	Cattle.	Sheep.	Cattle.	Sheep.	Meat and Sundries.	Weight.	Value.	Value.
	No.	No.	No.	No.	lb. (000).	lb. (000).	£	£
1919-20	50,218	1,419,569	44,828	449,533	9,822	18,770	910,264	341,654
1920-21	34,147	491,198	4,740	13,988	2,429	1,751	74,747	34,944
1921-22	46,630	727,423	9,362	192,226	7,039	6,748	170,751	131,979
1922-23	36,183	1,394,484	12,601	83,465	7,551	4,460	168,395	53,526
1923-24	14,077	485,394	...	1,054	6,358	2,713	111,213	35,250

OTHER PASTORAL PRODUCTS AND BY-PRODUCTS.

The minor products accruing from pastoral occupations include skins and hides, tallow, lard and fat, furs, hoofs, horns, bones, bone-dust, glue pieces, and hair. Some of these are discussed in the chapter relating to the Manufacturing Industry, and will be given only brief mention here.

The overseas trade in these products is considerable, and though there was a marked decline in the volume of exports of many of the commodities during the war period, owing to restrictions arising from war conditions, there was an increase in the total value, as higher prices were obtainable. Early in 1920, however, there was a pronounced drop in prices, and the trade experienced a serious setback. In the following year conditions improved, and the general tendency of prices was upward, though the movement was very irregular.

The following table contains particulars of the overseas exports of minor pastoral products at intervals since 1901:—

Products.	Overseas Exports.					
	1901.	1906.	1911.	1915-16.	1922-23.	1923-24.
Skins and Hides—						
Cattle	No. 91,084	72,743	263,306	431,731	318,673	633,266
Horse	No. 472	722	1,392	706	...	166
Rabbit and Hare	lb. *	7,380,455	5,795,839	4,352,640	11,454,698	6,473,329
Sheep	No. 2,706,027	2,410,543	2,410,543	3,447,212	2,722,735	2,204,008
Other	£ 184,522	140,050	206,672	272,622	751,080	557,917
Bonedust	cwt. 66,473	56,415	116,733	71,795	54,385	49,966
Bones	cwt. 3,207	2,431	6,807	6,963	13,866	13,796
Furs (not on the skin)	£ 767	180	117	...	3,472	997
Glue-pieces and Sinews	cwt. 12,862	11,003	20,580	13,276	3,693	7,596
Glycerine and Lanoline	lb. 336,586	138,347	218,673	218,673	271,950	5,765
Hair (other than human)	lb. 165,562	142,688	255,819	336,765	88,852	88,678
Hoofs	lb. 2,215	2,839	3,733	4,518	6,082	5,009
Horns	£ 12,532	11,979	13,475	3,455	14,837	13,068
Lard and Refined Animal Fats lb.	13,633	56,737	227,000	73,461	847,160	314,163
Leather	£ 374,541	411,030	334,996	551,026	398,546	430,664
Sausage-casings	£ 2,567	17,033	52,552	31,595	360,695	235,344
Tallow (unrefined)	cwt. 305,227	357,031	612,911	128,290	414,691	180,530
Total Value of minor Pastoral Products exported	£ 1,223,728	1,780,466	2,486,492	2,176,838	5,052,468	3,977,393

* Not available.

Skins and hides are the most important of the items included in the table, and the number and value of these vary seasonally in accordance with slaughtering operations and the prevalence or otherwise of rabbits.

The bulk of the export trade in skins and hides is with the United Kingdom, United States and France. The exports to the United Kingdom in 1923-24 included 168,295 cattle hides, 511,545 sheep skins, and 1,945,431 lb. of rabbit and hare skins. The United States received 170,749 calf hides, 63,981 cattle hides, 515,330 sheep skins, 4,275,105 lb. of rabbit skins, and 1,120,017 lb. of kangaroo skins. France received 986,279 sheep skins with wool. Leather was exported mainly to China (including Hong Kong) £176,149, and tallow to Japan 115,844 cwt.

VALUE OF PASTORAL PRODUCTS EXPORTED.

The total value of goods exported overseas, which may be classed as pastoral products or by-products (apart from dairy and farmyard products), is very large. Particulars of the value, as declared upon export, of such products exported overseas from New South Wales during each of the past five years are shown in the following table:—

Commodity.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Wool	19,121,726	12,821,572	18,441,533	22,764,603	23,271,552
Meat	2,761,015	1,225,354	1,382,275	1,966,624	595,949
Live stock... ..	78,367	70,308	55,736	51,435	32,908
Other*	9,827,842	3,385,838	2,855,927	5,052,468	3,997,393
Total	31,788,950	17,503,072	22,735,471	29,835,130	27,897,802
Proportion of total exports overseas	per cent. 62·4	per cent. 36·2	per cent. 50·8	per cent. 74·3	per cent. 64·7

*Items listed in previous table.

The decline in exports during 1920-21 was due to two causes—the reaction after the drought and the temporary stagnation which followed the post-war boom. In the two succeeding years there was a marked increase in the value of exports of pastoral products and their relative importance in the overseas trade of the State. The slight falling off in 1923-24 was due to the decline in the meat industry, which also affected by-products such as skins, hides, tallow, etc.

The above figures are not comparable with those relating to the value of production which follow, since they contain items which have been enhanced in value by manufacture and other processes. In addition, they are not valued as at the place of production, but on the basis of f.o.b. Sydney, and they do not relate to goods produced during the year as do the estimates of the value of production.

VALUE OF PASTORAL PRODUCTION.

It is difficult, from the nature of the industry, to estimate the return from pastoral pursuits as at the place of production; but, taking the Sydney prices as a standard, and making due allowance for incidental charges, such as railway carriage or freight and commission, the value during the season

1923-24 is estimated to have been £36,963,000 a total considerably larger than any previously reached. The returns received from the different kinds of stock during various years since 1901 are shown in the following table:—

Year.	Annual Value of Pastoral Production (000 omitted).					
	Wool.	Sheep Slaughtered.	Cattle Slaughtered.	Horses (cast).	Total.	Per head of Population.
	£	£	£	£	£	£ s. d.
1901	8,425	2,071	1,229	722	12,447	9 2 1
1906	13,792	3,514	1,520	885	19,711	13 5 6
1911	12,933	2,811	1,689	2,001	19,434	11 13 5
1915-16	11,330	4,295	3,729	2,172	21,576	11 7 9
1916-17	16,435	4,616	4,026	1,765	26,842	14 3 5
1917-18	18,031	3,978	4,702	1,664	28,435	14 15 7
1918-19	18,865	4,728	4,633	1,639	29,865	15 3 8
1919-20	18,311	7,450	6,192	2,019	33,972	16 13 3
1920-21	12,744	2,313	2,973	2,027	20,057	9 11 11
1921-22	14,194	4,144	3,278	2,041	23,657	11 2 3
1922-23	20,274	6,766	4,912	2,057	34,009	15 13 0
1923-24	25,397	5,446	4,117	2,003	36,963	16 14 6

The value of the pastoral production depends mainly upon the prices obtainable for wool in the world's markets, and it is determined largely by the volume of production, which is dependent upon the seasons experienced in the State. The price of wool rose considerably between 1914 and 1920; so that, while the quantities produced annually since 1914-15 have been lower than during any of the preceding ten years, the values have been considerably higher by reason of the sustained rise in prices.

The prices of livestock generally decline in a dry season, as graziers are forced to sell owing to scarcity of pasturage; but, with an improvement in climatic conditions the prices rise again, owing to the demand for restocking.

The export prices of frozen meat began to rise steadily in 1911, and advanced at a rapid rate after the outbreak of war to their highest level in 1918. During 1919 and 1920 there was a steady decline, and in 1921 the London prices, on which the export trade depends, fell precipitately. Prices of beef remained very low during 1922, but those for mutton and lamb rose to more favourable levels. In 1923 the average price of frozen mutton and lamb was practically the same as in the previous year, and the price of beef remained low. During 1923-24 the supply of sheep for slaughter was very restricted because of the attractiveness of the wool market. The consumption of beef increased slightly, but prices of cattle were somewhat lower than in the previous year.

NOXIOUS ANIMALS.

The only large carnivorous animals dangerous to stock in Australia are the indigenous dingo, or so-called native dog, and the fox, which has been introduced from abroad; but graminivorous animals, such as kangaroos, wallabies, hares, and rabbits, particularly the last-named, which are of foreign origin, are deemed by the settlers even more noxious. In the latter part of 1920, however, native dogs became an increasing menace to flocks in the Western Division, and added considerably to the difficulties experienced by graziers in that region. In 1921 a Wild Dog Destruction Act was passed,

placing the matter in the control of the Western Land Board. This board was charged with the maintenance of the border fence between Queensland and New South Wales and with the prosecution of measures calculated to destroy the dingo pest. During the year ended 31st December, 1923, a sum of £11,202 was collected as rates under this Act, and £9,251 was expended in combating the pest, which had been so far checked that it was possible to re-stock with sheep holdings that had been exclusively used for cattle.

Rabbits.

Rabbits, which are the greatest pest to the pastoralists, found their way into this State from Victoria. Their presence first attracted serious attention in 1881, and they multiplied so rapidly that, in 1882, they were to be met with on most of the holdings having frontages to the Murray River. A brief account of the measures taken to combat the pest was published on page 794 of the Year Book for 1921.

On 1st May, 1925, a commissioner was appointed to investigate the various methods of controlling and exterminating rabbits, and the effects of these methods on other animals.

In order to check the migrations of rabbits, the Government has erected a number of rabbit-proof fences. The longest of these traverses the whole State from north to south, proceeding from Barrington on the Queensland border, to Bourke, and thence following the western side of the railway line, *via* Blayney and Murrumburrah, to Corowa, on the River Murray, a total distance of 696 miles. Another fence extends from the Murray northwards, 350 miles along the whole border between New South Wales and South Australia. A third, built at the joint expense of the Governments of Queensland and New South Wales, extends from Mungindi to the Namoi River, about 115 miles. The total length of rabbit-proof fences erected by the State to 30th June, 1924, was approximately 1,332 miles, at a cost of £69,888; by Pastures Protection Boards, 787 miles, at a cost of £33,310; and by landholders privately, about 116,545 miles, at a cost of about £7,122,454.

The evil wrought by the rabbits is incapable of measurement, but estimates indicate that the losses due to the pest have been large; and besides the expenditure of nearly £7,250,000 on rabbit-proof fences considerable expense has been incurred in coping with it by means of poisoning, digging-out, etc. It is contended that the sheep-carrying capacity of the State has been reduced heavily as a consequence of the damage they cause to pastures, and this suggestion is supported by the facts that the number of sheep in the State has declined since their appearance, and that in every bad season there are heavy losses in sheep through lack of natural fodder.

Although the damage caused by rabbits is considerable, it is compensated to some extent by their local use for food and by the value of frozen rabbits and skins exported.

Within the State these animals form a common article of diet, both in the metropolis and in the country, especially during the winter months, when large numbers of men are engaged in their capture and treatment. At the census of 1921 the number of men returned as engaged in trapping and kindred callings was 1,692, most of whom were engaged in rabbit-catching. The local consumption of rabbits as food is estimated at 60,000 to 80,000 pairs per week. The fur of rabbits and hares is used largely in the manufacture of hats and of ladies' fur garments.

The following table shows the quantity and value of frozen rabbits and hares, and of rabbit and hare skins exported from New South Wales to countries outside Australia:—

Year.	Exports Oversea.				
	Frozen Rabbits and Hares.		Rabbit and Hare Skins.		Total Value.
	Quantity.	Value	Quantity.	Value.	
	pairs.	£	lb.	£	£
1901	*	6,158	*	9,379	15,537
1906	5,938,518	246,803	7,380,455	293,260	540,063
1911	6,806,246	330,741	5,795,839	295,476	626,217
1915-16	9,487,687	607,711	4,352,640	210,935	818,646
1917-18	8,978,377	670,269	6,986,837	1,036,188	1,706,457
1918-19	3,956,877	221,632	10,110,540	1,103,575	1,325,207
1919-20	6,890,636	537,877	9,927,240	2,702,652	3,240,529
1920-21	2,830,315	301,615	3,387,480	609,579	911,185
1921-22	4,399,272	371,491	5,399,928	559,463	930,954
1922-23	4,093,051	379,189	11,454,638	1,701,921	2,011,110
1923-24	3,394,609	362,783	6,473,329	1,044,373	1,347,156

* Not available.

It is apparent that the rabbit industry has assumed an important place in the overseas trade of the State, although its volume is subject to pronounced seasonal and market fluctuations. In the season of 1919-20 the value of the exports amounted to nearly £3,250,000. A boom in values occurred in that year, and in February, 1920, the best skins sold at 26s. 3d. per lb. on the London market. It is estimated that the skins and carcasses exported during the year, added to the numbers killed for local consumption, represented about 100,000,000 dead rabbits. The corresponding figure for the previous year was perhaps greater still. During 1920-21 the value of skins was considerably lower, although still favourable, while the prices of frozen rabbits improved. The decline in exports in that year is probably attributable to the scarcity of rabbits as the result of the severe drought in 1918-20 and the heavy slaughter in those years. This surmise is borne out by the fact that although values receded still further in 1921-22, when the season was favourable, the volume of exports increased, indicating apparently a rapid multiplication of rabbits. In 1922-23 the values rose again, and the quantity of rabbits and hare skins exported amounted to nearly 11,500,000 lb. The number of dead rabbits represented by the skins and frozen carcasses exported again approached 100,000,000, but despite a further rise in prices in 1923-24 the values of both rabbit skins and frozen rabbits exported showed a falling off.

Wire-netting Advances.

Under the provisions of the Pastures Protection Act for the destruction of rabbits and noxious animals, the Minister for Lands is empowered to advance to Pastures Protection Boards money voted by Parliament for the purchase of netting and other materials used in the construction of rabbit-proof fences. Each board thereupon becomes liable to repay the advances by instalments with interest over a period not exceeding twenty years. In case of default in repayment the Colonial Treasurer is empowered to take possession of any moneys or property vested in the board and to levy rates as prescribed by the Act. The boards are empowered to sell such wire-netting and other materials to owners of private lands, repayments to be made by instalments with interest over a fixed period. The purchase money and interest is a charge upon the holding of the owner, and has priority over all debts other than debts due to the Crown.

The amount of wire-netting supplied to any individual is limited to 5 miles, and the rate of interest on advances is fixed at 6 per cent.

During 1923-24 the quantities of materials supplied to landholders under this scheme were 2,015 miles of wire-netting, 67 tons fencing wire, 25 tons barbed wire, in addition to sundry materials, of a total value of £92,252. Repayments during the year amounted to £41,547. A sum of £420,000 has been voted by Parliament since 1905 for the purpose of making wire-netting advances. By utilising £340,000 of this sum and re-advancing monies repaid the Department of Lands has made advances amounting to £650,129, and the outstanding balances of the various Pastures Protection Boards as at 30th June, 1924, amounted to £234,500.

PASTURES PROTECTION BOARDS.

For the purpose of administering the Pastures Protection Act which relates to destruction of rabbits and noxious animals, diseases of sheep, travelling stock, importation of sheep, sheep brands and marks, and certain minor matters, the State is divided into Pastures Protection Districts, for each of which there is constituted a board of eight directors, elected every three years by ratepayers from among their own number. There is also a Chief Inspector of Stock, appointed by the Governor, and other inspectors, similarly appointed, who are paid from the funds of the Pastures Protection Districts to which they are attached. Each director of a board is *ex officio* an inspector in certain matters under the Act.

Rates to provide funds for the purposes of the boards are levied upon owners of ten or more head of large stock, or 100 or more sheep, at a rate not exceeding fourpence per head of large stock and two-thirds of a penny per head of sheep, but a reduction of one-half is made to occupiers of holdings which are considered rabbit-proof. Subsidy in respect of public lands may be paid to any board by the State. The funds so raised may be applied by the board to defraying expenses incurred in administering the Act, to clearing scrub, exterminating noxious weeds and noxious animals on travelling stock and camping reserves; and to any other approved purpose. In addition, the Governor may call upon the boards in any year to pay a proportion not exceeding 3 per cent. of their funds into the Treasury to cover the cost of administering the Act.

Since 1918 the boards have levied rates on travelling stock in the Eastern and Central Divisions to constitute a fund for the improvement of travelling stock and camping reserves handed over to the board's supervision.

The boards are empowered also to erect rabbit-proof fences as "barrier" fences wherever they deem necessary, to pay a bonus for the scalps of animal pests, and to enforce the provisions for the compulsory destruction of rabbits.

The following statement provides a summary of the financial transactions of those of the Pastures Protection Boards for which returns are available in respect of each of the last two calendar years:—

	1923.	1924.
Number of Boards in existence	65	64
" " making returns	63	59
General Fund—Rates collected	£82,803	£73,956
Expenditure	£62,845	£82,840
Bank balances and securities at end of year	£42,149	£36,509
Reserves Improvement Fund—		
Number of Boards reporting	52	49
Rates collected	£51,175	£51,828
Expenditure	£37,589	£45,480

The amount of bonuses paid for scalps, etc., was £9,301 in 1922, £9,424 in 1923, and £7,641 in 1924.

Registration of Brands.

The Registration of Stock Brands Act, which came into force on 13th December, 1921, cancelled the registration of all existing brands and provided for re-registration of those which owners desired to retain, upon application being made within a prescribed period. The Act was amended in 1923. Of approximately 143,000 registered brands in existence at the time of passing the principal Act, 43,229 were re-registered, and to 30th June, 1924, additional brands to the number of 11,506 had been registered, making the total number in existence at that date 54,735.

Cattle Tick Eradication.

In the cattle districts of the north-east corner of the State, embracing the most productive dairying districts, the menace of the cattle tick has been growing steadily for a number of years, despite the methods adopted to combat it. The first Act dealing expressly with this pest was passed in 1902, giving power to inspectors to deal with infected cattle by quarantine, disinfection, or destruction.

Since that date measures have been continued, but not always with the close co-operation of landholders. A Tick Board of Control has disbursed large sums annually in efforts to eradicate the tick, and the problem was dealt with comprehensively by the chairman of the Board in an article in the *New South Wales Agricultural Gazette* of March, 1923.

An Act was passed in 1923 to replace the existing legislation and to give wider powers for the control and eradication of cattle tick and the prevention of other stock diseases. The Act commenced on 14th January, 1924. The control of dipping operations which had been discontinued by the board in December, 1921, was resumed in February, 1924, and up to 30th June 231,908 cattle had been dipped. On 24th April, 1924, a new Board was appointed consisting of a Government officer as chairman, two stock-owners nominated by the Government, and two stock-owners elected by persons affected within the quarantine areas. Steps have been taken to arrange for co-operation between the States of Queensland and New South Wales and the Commonwealth Government in an endeavour to eradicate the pest. In 1923-24 a sum of £104,313 was expended by the Government of New South Wales in combating the tick, and for 1924-25 a sum of £120,794 was appropriated for the same purpose.

VETERINARY SURGEONS ACT.

The Veterinary Surgeons Act came into operation on 5th December, 1923, to provide for the registration of veterinary surgeons, and to regulate the practice of veterinary science. A board called the Board of Veterinary Surgeons has been established to administer the Act, which specifies the qualifications necessary to obtain registration and prohibits practice by unregistered persons.

Up to 30th June, 1925, the Board had dealt with 405 applications for registration and had granted registration to 288 veterinary surgeons.

DAIRYING INDUSTRY.

THE natural conditions in parts of New South Wales are highly favourable to the development of the dairying industry. The soil and climate in the coastal portions of the State are suitable for the maintenance of the dairy herds with a minimum of expense and labour, as the rainfall is abundant and the animals do not require housing nor hand-feeding during a long winter, as in cold countries. Natural pasture is generally available throughout the year, and hand-feeding is necessary only in very dry seasons.

Dairying operations in New South Wales are said to have begun during the twenties of last century in the immediate vicinity of Sydney and in the Illawarra districts to supply the growing population of the metropolis.

The development of dairying as a national industry is, however, comparatively recent, as its progress was slow until the introduction of refrigeration enabled producers to overcome disabilities in manufacturing and distributing perishable dairy products in a warm climate and to export the surplus oversea. Pasteurisation and the application of machinery to the treatment of milk and the manufacture of butter, the development of the factory system, and improvements in regard to ocean transport have enabled production to expand beyond the limits of local requirements, and butter has become an important item of the export trade.

In the drier inland divisions the area devoted to dairying is not extensive, sheep and wheat farming being the main rural industries. In proximity to the centres of population dairy-farming is undertaken to supply local wants, and well-equipped factories have been established in a number of inland centres. Dairying is also extensive on the Murrumbidgee and Hay irrigation areas.

In the coastal division 8,700 holdings are used exclusively for dairying, and 6,300 for dairying combined with other purposes. In the other parts of the State, where fodder must be grown for winter feeding, the industry is nowhere extensive and is conducted usually in conjunction with wheat-farming and grazing—there being only 440 holdings used solely for dairying, and 2,970 for dairying and other purposes.

Most of the native grasses of the State are particularly suitable for dairy cattle, as they possess milk-producing as well as fattening qualities. In the winter the natural herbage is supplemented by fodder crops, such as maize, barley, oats, rye, lucerne, and the brown variety of sorghum, or the planter's friend. Ensilage also is made for fodder, but not so generally as it should be, and the quantity made in each year varies considerably. The area of land devoted to sown grasses has been extended largely during recent years, and in June, 1924, amounted to 1,930,900 acres, of which 1,896,400 acres were in the coastal district. The produce of this land is used mainly as food for dairy cattle.

A Select Committee of the Legislative Council which investigated recently the condition of the dairying industry, emphasised the need for a better system of feeding with due regard to conservation of fodder, improvements of pastures, and cultivation of suitable crops. Successful dairying depends mainly on the proper feeding of the cows, and the conservation of fodder

as ensilage was recommended for all dairying districts, especially for those areas where the rainfall is irregular. Another recommendation strongly urged by the Committee was the breeding of dairy stock on the lines of practical utility, and it stressed the need for a "better bull" campaign. It was pointed out that by improved methods of feeding and by culling unprofitable animals an annual average increase of 10 lb. of butter per cow could reasonably be expected, which, after allowing for the cost of herdstesting and the increased cost of feeding, would represent a substantial gain to the producers.

SUPERVISION OF DAIRIES AND DAIRY PRODUCTS.

The manufacture, sale and export of dairy products, *i.e.*, milk, condensed milk, butter, cheese, and margarine, are subject to supervision in terms of the Dairies Supervision Act, and the Dairy Industry Act passed in New South Wales in 1901, and December, 1915, respectively, and the Commerce (Trade Descriptions) Act, and the Dairy Produce Export Control Act, passed by the Commonwealth Parliament in 1905 and 1924 respectively.

Under the Dairy Industry Act, 1915, dairy factories and stores must be registered, and are under the supervision of State Government inspectors. Cream supplied to a dairy factory must be tested and graded at the factory, and the farmer is paid on the basis of the butter-fat results, or on the amount of butter obtained from his cream. Butter must be graded on a uniform basis and packed in boxes bearing registered brands indicating the quality of the product and the factory where it was produced. The testing and grading at the factory may be done only by persons holding certificates of qualification.

The State has been divided into nine dairying districts, and in each an experienced dairy inspector is appointed to administer the Act and regulations thereunder. He acts as inspector, instructs the factory managers and cream-graders in matters connected with the industry, and advises the dairy-farmers, especially those supplying cream of inferior quality. He also exercises supervision over the quality of butter produced, and where necessary orders structural improvements in factory premises. Since 1919 extensive alterations have been carried out in factory premises and in numerous cases entirely new buildings have been erected. Usually the number of factories under the supervision of each inspector does not exceed twenty.

Since the Dairy Industry Act came into force the quality of factory butter has shown a marked improvement, and in the year ended 30th June, 1924, the factory graders classed 89.5 per cent. of the total output as choicest 6.4 per cent. as first-grade and 4.1 per cent. as second-grade.

Particulars regarding the supervision of dairies supplying milk for consumption as fresh milk, are shown in the chapter, "Food and Prices."

The Dairies Supervision Act, 1901, consolidated laws designed to prevent the spread of disease through the insanitary conditions under which milk and milk products had been handled. Under this law all dairymen and milk vendors are required to register their premises with local authorities and such premises are subject to the inspection of the authorities. It is illegal for any person to sell milk or milk products produced on unregistered premises. The beneficial effects of this law in relation to public health are referred to in the chapter "Vital Statistics" of this Year Book.

The supervision of dairy products for the oversea export trade is conducted by officers appointed by the Federal Government, under the Commerce (Trade Descriptions) Act of 1905. From 1st August, 1924, a national brand was provided to be placed on all butter graded as choicest quality before export. This brand consisted of the figure of a kangaroo imposed on the boxes along with the ordinary trade-marks in use. In 1924-25 approximately 44,776,400 lb. of butter were graded for export. Of this quantity 41·6 per cent. was classed as choicest, 29·1 per cent. as first-grade, 25·6 as second-grade and 3·7 per cent. as third-grade and pastry butter. The disparity between the proportion of the production graded as choicest and the proportion of butter graded for export as choicest is accounted for by the fact that approximately 62 per cent of the butter produced was consumed in New South Wales and this was almost entirely of choicest grade.

Dairy Produce Export Control Board.

This Board was appointed by the Federal Government in May, 1925, under the Dairy Produce Export Control Act passed on 24th October, 1924. The Board consists of a representative of the Commonwealth Government, two representatives elected by the boards of directors of co-operative butter and cheese factories in each of the States of Queensland, New South Wales, and Victoria and one each similarly elected from the remaining three States, two representatives of proprietary butter and cheese factories and one member nominated by the Commonwealth Government to represent the selling agents. The Board is a body corporate and its members hold office for two years. Provision is made for the election of an executive committee and the creation of a London agency of the Board.

For the purpose of enabling the Board to control effectively the export, and the sale and distribution after export of Australian butter and cheese, it is provided that from 1st August, 1925, there shall be no export of these commodities from Australia, except upon the conditions of a license from the Minister upon the recommendation of the Board.

Exporters may place butter and cheese intended for export under the control of the Board, which is given power to make such arrangements as it deems fit for the handling, distribution, and disposal of produce so entrusted to it. It has power also to give security over such produce in respect of any advance payment made to suppliers of the produce and, under the Export Guarantee Act, the Commonwealth Government may guarantee repayment of any advance which the Board may obtain up to a maximum of 80 per cent of the value of the produce tendered as security. After a date to be fixed by proclamation no contract may be made for the carriage by sea of any butter or cheese beyond the Commonwealth except by the Board acting as agent of the owners of the produce or in conformity with conditions approved by the Board.

The expenses of the Board are to be defrayed from a fund created by a levy not exceeding $\frac{1}{4}$ d. per lb. on butter and $\frac{1}{8}$ d. per lb. on cheese exported from the Commonwealth, after a date to be proclaimed. The levy was imposed on all butter exported after 1st July, 1925, at the rate of $\frac{1}{4}$ d. per lb. of butter and $\frac{1}{8}$ d. per lb. of cheese.

Dairying Organisations.

As is pointed out on a later page, most of the dairy factories of the State are conducted on co-operative principles, and a similar condition exists throughout Australia. This fact has given rise to a considerable

number of organisations for promoting the interests of the industry, many of which are federal in character. Principal among these is the Ministerial Dairy Council, consisting of the Commonwealth Minister of Trade and Customs and the Minister of Agriculture of each of the States; this Council meets at least once a year to consider matters of policy and future development.

The Australian Dairy Council, created in September, 1922, consists of twenty-five members, of whom ten are representatives of the various Governments, and fifteen are representatives of producers. In this Council New South Wales is represented by one official and three producers' representatives. The Council is officially recognised, and its functions are to advise the Government upon the administration of the Acts and regulations pertaining to the export of dairy produce, the standards of quality and composition of such produce, and the conditions under which the Australian brands denoting standard quality are to be applied. It also endeavours to secure uniform legislation and administration in all States.

In each State there is a Dairy Advisory Board, and that in New South Wales consists of six representatives of producers* and two officials representing the State and Commonwealth Governments respectively. This Board acts in an advisory capacity on all matters pertaining to the production and manufacture of dairy produce.

There are also in existence an Advisory Committee, formed in 1923, for the determination of local prices of butter, and a Committee for stabilising the price of butter. The first-named Committee consists of one representative of each of the three co-operative distributing houses and two representatives of an association of dairymen. The Stabilisation Committee first met on 3rd April, 1924, to consider ways and means of stabilising prices in the dairying industry. It consists of twelve representatives elected by the Board of Directors of all butter factories in the State.

A New South Wales Butter and Cheese Exporters' Association, and a Co-operative Dairy Factory Managers and Secretaries' Association have been in existence since 1906.

DAIRY INSTRUCTION.

Educational and experimental work relating to dairying is conducted by the Department of Agriculture at eight of the State experiment farms, and at the Hawkesbury Agricultural College.

The breeds of stud cattle kept at the various farms are as follows:—At Cowra and at Berry, Milking Shorthorn; at Wollongbar, Guernseys; at Grafton, Glen Innes and Yanco, Ayrshires; at Wagga Wagga and Bathurst, Jerseys. At the Hawkesbury Agricultural College a Jersey stud holds a prominent place.

In order to enable factory managers and butter-makers to improve their scientific knowledge, dairy-science schools are held for short terms at different dairying centres, and certificates are given to those who pass examinations in the grading of cream, and in the testing of milk and cream.

During the year 1923-24, the students at the dairy science schools numbered 83.

HERD-TESTING.

The extension of the practice of herd-testing is of primary importance to the future development of the dairying industry in New South Wales. For many years prior to 1888 the importation of cattle from overseas was prohibited, and in the period of rapid expansion, which began about 1900, there was a shortage of high-class stock, with the result that many dairy-farmers used inferior animals for breeding. The lifting of the embargo and subsequent importations by the Government and by private breeders have given the farmers an opportunity of obtaining a better class of dairy stock, and they are encouraged to improve their herds and to cull all unprofitable animals.

Farmers who supply cream to factories are paid according to the results of the testing and grading of their consignments, but these results, representing averages, do not disclose the necessary records of individual animals. Therefore efforts are being made by the dairy instructors to promote herd-testing societies in each dairying centre.

For testing the ordinary dairy herds two schemes are conducted under the supervision of the Department of Agriculture. Under the first, the farmers form a co-operative society and employ a tester to visit their farms at regular intervals. Fees are subscribed by the farmers and are subsidised by the Department at the rate of 50 per cent. for the first year and 25 per cent. thereafter. Under the other scheme, officers of the Department conduct the tests. The farmers who participate pay an annual fee and a testing fee for each cow submitted. In the year ended 30th June, 1924, the number of cows tested under the co-operative scheme was 5,773, and Government officers tested 3,041 cows. The approximate number of ordinary dairy cows tested from the inception of herd-testing in 1913 to 30th June, 1924, was 124,000.

For a number of years the testing of stud dairy herds had been undertaken by the Department of Agriculture, in conjunction with the United Pure-bred Dairy Cattle Breeders' Association of New South Wales. This arrangement was superseded in 1923 by a scheme for testing all pure-bred dairy stock, which was formulated by the various Departments of Agriculture throughout Australia. The testing is done by Government officers and each owner who submits his cattle for test pays an annual fee and a fee for each cow submitted.

The standard lactation period is fixed at 273 days, but tests may be extended to 365 days. Certificates are issued by the Department of Agriculture, and records are published of all cows tested.

DAIRY CATTLE.

In the dairy herds the Shorthorn preponderates. This breed was introduced into the Illawarra or South Coast districts in the early period of dairying, before the Shorthorn had been developed by English breeders into a beef-producing type. By an admixture with other strains, a useful type of dairy cattle, known as the Illawarra, has been developed, and an association has been formed to establish the breed. There is also a large number of Jersey cattle, and the popularity of the breed for the production of butter is increasing. The Ayrshire is well represented in the dairy herds. It is noted for hardiness, but is considered as better suited for producing milk for human consumption as fresh milk than for the purposes of butter-making.

The State Government, as well as private breeders, has imported a number of stud dairy stock with the object of improving the local herds. In 1898 the Government imported 24 bulls and 38 cows, including Short-horns, Guernseys, Ayrshires, Kerry, Red Polls, and Holstein; additional Guernsey cattle were introduced later, viz., 22 cows in 1907, and 10 bulls and 15 cows in 1911. The importations by the State and by private breeders between 1900 and 1923 included Jerseys, 29 bulls and 95 cows; Guernseys, 25 bulls and 81 cows; Ayrshires, 25 bulls and 29 cows; and during the last four years, Friesians, 14 bulls and 36 cows.

The number of cows used for milking in the State in each year since 1916 is shown below:—

As at 30th June.	Cows in Milk at 30th June.		Dry Cows.	Heifers.		Average Daily Number of Cows in Milk during Year.
	In Registered Dairies.	Other.		Springing.	Other, over one Year.	
	No.	No.	No.	No.	No.	No.
1916	426,227		317,368	92,124	207,999	465,044
1917	424,033		319,230	111,369	167,665	551,623
1918	429,556		347,834	110,827	177,872	634,000
1919	445,354		273,154	78,839	173,101	536,200
1920	419,732		277,888	72,311	133,092	511,064
1921	475,785		232,208	86,381	97,368	542,092
1922	414,557*	86,665	*314,771	*68,222	*89,872	580,933
1923	404,611*	79,525	*313,264	*63,100	*97,787	579,516
1924	418,505*	84,680	*282,014	*71,515	*92,421	561,908

* In registered dairies only.

Although the basis of classification was improved in 1922 in order to provide the return of separate particulars of the cows in registered dairies, the figures of each column are substantially comparable with those of previous years.

The heavy decrease (163,000) in the total number of milking cows during the two years ended 30th June, 1920, was due to the severe drought, which caused breeding to be restricted and a number of cows to be slaughtered for beef in order to avoid the expense of feeding. The next two seasons were on the whole favourable, and an increase of 71,000 occurred in the number of cows kept for milking. In 1922-23 and 1923-24 the adverse seasonal conditions caused the number of dry cows and heifers to decline again, but, although the number of cows in milk at 30th June, 1923, had declined, there was a recovery in the number milking at 30th June, 1924. The average dairy number of cows in milk, however, showed an appreciable decline in 1923-24.

During the winter months the number of cows in milk is usually smaller and the number of springing heifers is usually greater than in the summer

months, and for those reasons the numbers shown above as at 30th June are not typical of the distribution of cows under the various headings throughout the year.

Dairy Farms and Registered Dairymen.

Under the Dairies Supervision Act, 1901, every person keeping cows to produce milk for sale for human consumption in any form must register his premises and conform to prescribed standards of cleanliness, etc. Many persons so registered, however, conduct operations on a very limited scale.

The following statement shows a comparison for the past six years of the number of registered dairymen in New South Wales, and the number of holdings of one acre and upwards used for dairying operations on a commercial scale:—

Year.	*Registered Dairymen.	† Holdings of one acre and upwards used principally for—				
		Dairying only.	Dairying and Agriculture.	Dairying and Grazing.	Dairying, Grazing and Agriculture.	Total used for Dairying.
1919	17,751	6,482	5,556	1,547	1,409	14,994
1920	18,449	6,799	4,859	2,377	1,425	15,460
1921	20,530	7,738	5,112	2,271	1,549	16,670
1922	20,748	9,092	5,214	2,342	1,818	18,466
1923	22,194	9,222	5,266	2,227	1,642	18,357
1924	21,604	9,191	5,561	1,969	1,756	18,477

* At 31st December. † At 30th June.

It is apparent that less than one-half of the registered dairymen are dependent exclusively on milk products for their livelihood, but the proportion has increased very greatly in recent years. In 1924 the number of holdings used for dairying only constituted nearly 12 per cent. of the total number of holdings 1 acre or more in extent.

Dairy Factories.

Although there is some seasonal variation, approximately 95 per cent. of the milk products of the State is handled in factories, the balance being dealt with on the farms principally for domestic purposes. Most of the factories are conducted on co-operative principles, with the suppliers as shareholders, and are situated in the country districts at convenient centres.

Particulars of the establishments in the State treating dairy products are shown on page 419 of this Year Book. The large number of establishments there shown as producing cream or milk represents farms utilising power-driven machinery for separating and other purposes. Excluding such establishments the number of dairy factories utilising machinery or employing more than four persons in 1923-4 was 194, comprising 113 butter factories, 6 butter and cheese factories, 50 cheese factories, 22 bacon and ham factories, and 3 producing condensed milk. Of these, 100 butter factories, 4 butter and cheese factories, 22 cheese factories, and 14 bacon and ham factories were co-operative or quasi-co-operative.

DAIRY PRODUCTION.

The following statement shows the quantities of the principal dairy products in each Division of the State during the year ended the 30th June, 1924:—

Division.	Average No. of Cows in Milk during year.	Total yield of Milk.	Butter made.	Cheese made.
Coastal—	No.	gallons.	lb.	lb.
North Coast	253,559	94,680,182	36,967,531	1,514,452
Hunter and Manning ...	111,342	47,439,969	15,765,127	780,346
Metropolitan	20,737	11,538,575	840,842	9,516
South Coast	71,508	31,329,823	7,504,635	3,153,238
Total	457,146	184,988,549	61,078,135	5,457,552
Tableland—				
Northern	12,834	4,566,050	1,472,909	79,593
Central	16,951	6,426,004	1,470,302	170,439
Southern	8,641	3,006,308	903,764	700
Total	38,426	13,998,362	3,846,975	250,732
Western Slopes—				
North	15,241	6,299,422	1,577,087	...
Central	7,060	2,590,843	705,014	...
South	21,410	8,623,242	3,445,393	204,372
Total	43,711	17,513,507	5,727,494	204,372
Plains—				
North Central	3,242	960,130	104,076	...
Central	2,990	941,966	115,698	...
Riverina	14,702	6,511,404	1,781,290	...
Total	20,934	8,413,500	2,001,064	...
Western Division	1,691	592,082	30,425	...
Total, New South Wales...	561,908	225,596,000	72,684,093	5,912,656

This statement illustrates the importance of the dairying activities in the coastal division as compared with the remainder of the State. In this area approximately 80 per cent. of the cows are depastured, and more than 80 per cent. of the total output of milk, butter, and cheese is produced. Approximately one-half of the butter of the State is made in the North Coast Division. The Hunter and Manning division is next in importance, then the South Coast, followed by the south-western slopes where the manufacture of butter is steadily increasing. Formerly the South Coast division was the principal dairying region, but in recent years the industry has made rapid progress in the northern districts, where many large estates, used previously for raising cattle for beef, have been subdivided into dairy farms. The manufacture of cheese is of small extent when compared with the manufacture of butter and cheese-making is confined principally to the South Coast district which produces rather more than one-half of the total output.

Milk.

Particulars of the consumption and supply of milk and milk products are published in the chapter "Food and Prices" of the Year Book.

Cows used for producing milk for sale are inspected by Government officers, who have power to condemn and prevent the use of animals considered unfit through being diseased. In 1924 inspections were made of 395,229 dairy cattle, or more than half of the total herds in registered dairies, and of these 782 or about two per thousand were condemned—556 for tuberculosis, 136 for actinomycosis, 84 for cancer and 6 for other diseases. The standard of milk sold for human consumption is prescribed, the quality of the milk sold is tested frequently, and prosecutions are instituted where deficiencies are found. By these means the purity and wholesomeness of dairy products are protected.

Average Yield of Milk per Cow.

The steps being taken to increase the yield of milk per cow are discussed in the earlier pages of this part. While sufficient information is not available to show conclusively the average annual production of milk per cow, it is certain that the average is comparatively low, and that, with the natural climatic advantage of a mild winter, great improvement is possible in this respect in New South Wales.

The following statement shows the total quantity of milk produced in the State (upon holdings of 1 acre and upwards in extent) during each of the past ten years in comparison with the average daily number of cows in milk during the year. The average yield of milk per cow, as determined by dividing the latter figure into the former is, therefore, a measure of the average annual rate of production per cow, and shows to the extent to which the production per cow varies under seasonal influences.

Particulars of the average daily number of cows in milk were first collected in 1914-15 and a comparison of the total and average yields for that and each subsequent year is shown below:—

Year ended 30th June	Average Daily Number of Cows in Milk during Year.	Total Yield of Milk. (000 omitted.)	Average Annual Rate per Cow.	Year ended 30th June.	Average Daily Number of Cows in Milk during Year.	Total Yield of Milk. (000 omitted.)	Average Annual Rate per Cow.
	No.	gallons.	gallons.		No.	gallons.	gallons
1915	513,420	237,930	442	1922	502,188*	259,563*	517*
1916	465,044	184,014	396		78,745†	25,708†	326†
1917	551,623	226,004	410		580,933‡	285,271‡	491‡
1918	634,000	247,529	390	1923	503,944*	203,022*	403*
1919	536,200	207,095	386		75,572†	23,948†	317†
1920	511,064	203,797	399		579,516‡	226,970‡	392‡
1921	542,092	250,203	461	1924	485,342*	199,964*	412*
1922	580,933	285,271	491		76,566†	25,542†	334†
1923	579,516	226,970	392		561,908‡	225,506‡	401‡
1924	561,908	225,506	401				

* Cows in registered dairies, 1 acre or more in extent. † Other cows in milk. ‡ All cows in milk.

The total yield of milk as shown in the above table can be regarded as only approximately accurate. Few, if any, dairy-farmers actually measure the quantity of milk obtained from their cows, because they are concerned principally in producing cream. Only about one-fifth of the milk obtained is consumed as fresh milk. The total yield as shown is based upon estimates supplied by farmers corrected to some extent by reference to the quantity of cream supplied to factories and of milk pasteurised for market and otherwise used.

For the last three seasons covered, separate particulars are available regarding cows in registered dairies and other milch cows. These are shown in the right-hand side of the table.

The approximate annual rate of production per cow during the past ten seasons has fluctuated between 386 gallons and 491 gallons under the influence of seasonal factors, the average annual rate for the period being 419 gallons per cow. In the absence of accurate data concerning the total number of cows actually milked in registered dairies during the year it is not possible to ascertain satisfactorily the average quantity of milk produced per dairy cow. However, an approximate estimate may be obtained if it be assumed that the mean of the numbers of cows in milk and dry at the beginning and end of any given year represents the average number kept for milking in registered dairies during that year. Apart from this assumption the value of the results obtained is detracted from by the lack of precision in the estimated total production of milk referred to above.

The following table, referring to cows in registered dairies one acre or more in extent, provides a comparison of estimates compiled on this basis:—

Year.	Mean Number of Cows Dry and in Milk.	Average Daily Number of Cows in Milk.	Proportion of Cows in Milk.	Estimated Average Lactation Period.	Estimated Average Yield per Cow.	
					Milk.	Equivalent in Commercial Butter.
			per cent.	days.	gals.	lb.
1922-23	723,600	503,944	69·6	254	280	125
1923-24	709,200	485,342	68·4	250	282	126

It should be noted that the above statement refers to two years in which both aggregate production and average yield were below the average by reason of adverse weather conditions. The average yields for 1921-22 cannot be estimated upon the same basis, but it was probably greater by approximately twenty-five per cent. The average for 1924-25 when available will almost certainly be found to be considerably higher also.

The length of the lactation period varies considerably according to the geographical position of dairy farms. While the general average for the State was in the vicinity of 254 days in 1923-24, the average in the tableland divisions, where the severity of the winter restricts operations to the warmer months, was only about 205 days.

Use of Milk.

The following statement shows the estimated amount of milk used for various purposes during each of the last three years:—

	1921-22. gallons.	1922-23 gallons.	1923-24. gallons.
Used for butter made on farms ...	14,805,000	12,909,000	13,561,000
„ „ in factories ...	208,399,000	155,720,000	152,105,000
	<u>223,204,000</u>	<u>168,629,000</u>	<u>165,666,000</u>
Used for cheese made on farms ...	332,000	228,000	82,000
„ „ in factories ...	7,377,000	5,183,000	6,177,000
	<u>7,709,000</u>	<u>5,411,000</u>	<u>6,259,000</u>
Used for sweet cream ...	2,907,000	2,136,000	2,136,000
„ condensing ...	2,372,000	1,907,000	3,059,000
Pasteurised for metropolitan and Newcastle markets ...	13,575,000	14,756,000	16,230,000
Balance sold and used otherwise ...	35,504,000	34,131,000	32,156,000
Total ...	<u>285,271,000</u>	<u>226,970,000</u>	<u>225,506,000</u>

An estimate of the quantity of fresh milk used for human consumption appears in the chapter "Food and Prices" of this Year Book.

In 1923-24 the milk used for making butter represented 73 per cent. of the total production; 3 per cent. was used for cheese; 1 per cent. for condensed milk; and the balance—23 per cent.—was consumed as fresh milk or sweet cream, or used otherwise.

The quality of the milk as indicated by the percentage of butter-fat is a matter of considerable importance, and it is satisfactory to note that, during adverse seasons, the quality is fairly well maintained. The following statement shows the quantity of commercial butter produced per 100 gallons of milk treated on farms and in factories during each of the last five years:—

Year ended 30th June.	Quantity of Commercial Butter per 100 gallons of Milk treated.		
	On Farms.	In Factories.	On Farms and in Factories.
	lb.	lb.	lb.
1920	34.2	43.5	42.8
1921	33.9	44.8	44.0
1922	33.6	45.9	45.1
1923	34.6	44.5	43.7
1924	34.3	44.7	43.9

The apparent increase in the quantity of butter made from milk in factories in 1921-22 is partly attributable to a change effected in estimating the quantity of milk used in butter factories in that year. The averages, however, indicate the seasonal variations fairly closely.

In recent years it has become the practice to instal hand or small power separators on each farm. The number of farms with power separators in 1923-24 was approximately 1,078. Thus the farmers have been able to effect great economy of time and labour, as the cream need not be taken

to the factory at such frequent intervals as formerly, and considerable advantage is derived by the supply of freshly separated milk for the farm stock.

Preserved Milk.

Three kinds of preserved milk are produced in New South Wales, viz., sweetened condensed milk, unsweetened condensed milk, and concentrated milk.

During the war period there was great progress in the manufacture of preserved milk, and the output was increased from 3,682,800 lb. in 1913 to 14,938,100 lb. in 1920-21. Since that year the export trade has dwindled away, and there has been an amalgamation of the companies engaged in the manufacture of preserved milk products in Australasia. Some of the factories in New South Wales have been closed and the output has decreased considerably. The quantity made in 1922-23 was only 3,702,485 lb., valued at £242,586, and in the following year 7,158,537 lb., valued at £289,367.

The small increase in value in comparison with the large increase in quantity is accounted for by a decrease in the production of the more valuable kinds of preserved milk and an increase in the manufacture of cheaper kinds.

Butter.

The following statement shows the quantity of butter made, and the milk used for that purpose, at intervals since 1901:—

Year.	On Farms.			In Factories.			Total.		
	Milk used.	Butter made.	Milk used per lb. of Butter.	Milk used.	Butter made.	Milk used per lb. of Butter.	Milk used.	Butter made.	Milk used per lb. of Butter.
	(000 omitted.)			(000 omitted.)			(000 omitted.)		
	gallons.	lb.	gal.	gallons.	lb.	gal.	gallons.	lb.	gal.
1901	14,168	4,775	2·97	82,304	34,282	2·40	96,472	39,057	2·47
1906	14,288	4,637	3·08	141,761	54,304	2·61	156,049	58,941	2·65
1911	14,034	4,632	3·03	182,947	78,573	2·33	196,981	83,205	2·37
1916*	12,593	4,258	2·96	127,323	55,374	2·30	139,916	59,632	2·35
1920*	10,178	3,478	2·93	137,194	59,657	2·30	147,372	63,135	2·33
1921*	12,945	4,388	2·93	178,411	79,880	2·23	191,356	84,268	2·27
1922*	14,805	4,978	2·97	208,399	95,695	2·18	223,204	100,673	2·22
1923*	12,909	4,469	2·89	155,720	69,255	2·25	168,629	73,724	2·29
1924*	13,561	4,654	2·91	152,105	68,030	2·24	165,666	72,684	2·28

* Year ended 30th June.

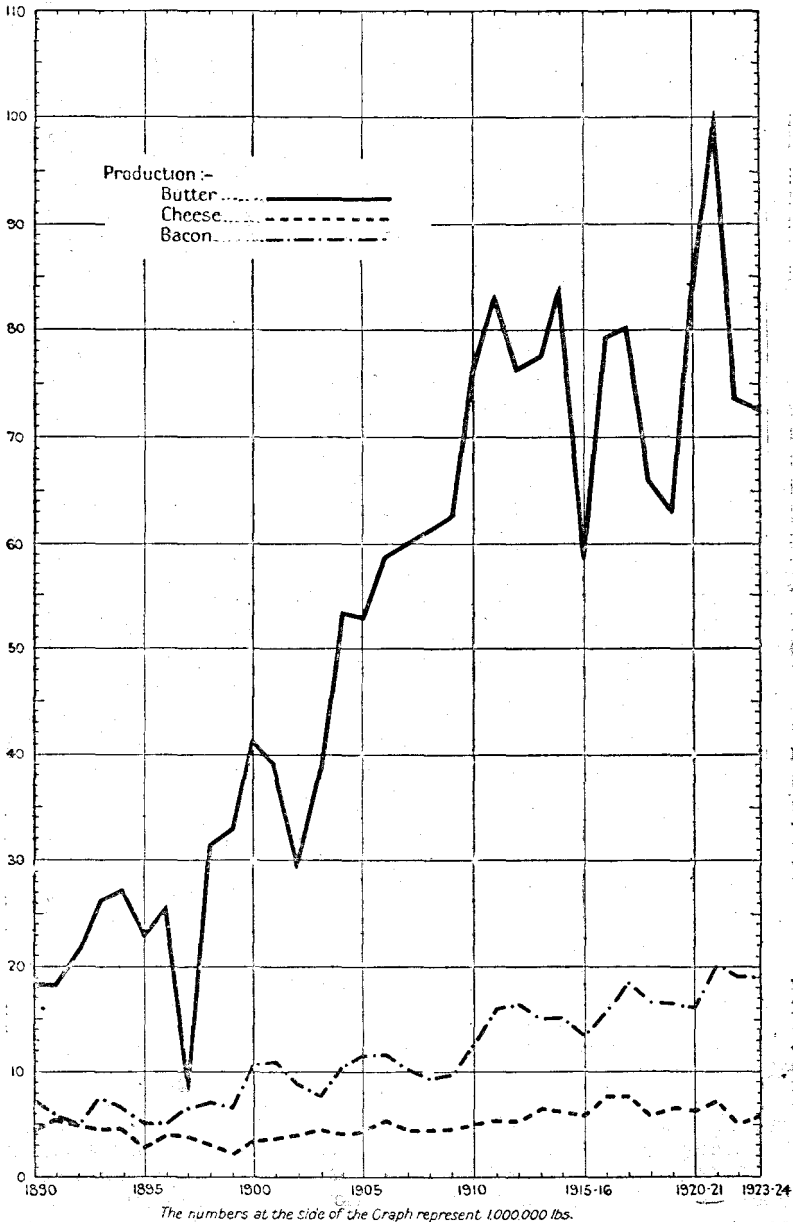
For reasons explained above the decrease in the quantity of milk used per pound of butter in factories in 1921-22, as shown in this table, was more apparent than real.

The proportion of factory-made butter in the total production has increased from 72 per cent. in 1895 to 91 per cent. during 1923-24—a result of the greater efficiency of factory as compared with farm methods. On the average nearly 3 gallons of milk were required to make a pound of butter on the farms, as compared with 2½ gallons in the factories.

The combined effects of a bad season and scarcity of shipping space for export trade caused a marked decrease in the butter produced in 1916. In the following year a most successful season was experienced, and the output rose to 79,364,471 lb., or 33 per cent. higher than in 1916. The improvement was maintained in 1918, when the production amounted to 80,468,007 lb. The reduced output in 1919 and 1920 was due largely to drought conditions prevailing in the coastal districts during the year, but in 1921 the production rose to a level slightly higher than in 1915, previously the highest on

record. In 1921-22 the production exceeded 100,000,000 lb., constituting a record for the State. In 1922-23 and 1923-24 the seasonal conditions were unfavourable during the greater part of the year, and the output was somewhat below the average of the previous five years.

DAIRY PRODUCTION, 1890 to 1923-24



Further particulars regarding butter factories are given in the chapter relating to Manufacturing Industry at page 418.

External Trade in Butter.

Particulars of the external trade in butter during each of the past three seasons are summarised in the following statement:—

					1922-23.	1923-24.	1924-25.
					lb.	lb.	lb.
Imports:—							
Interstate	...	...	...	...	6,701,000	8,694,000	3,268,800
From New Zealand	...	...	...	...	788,900	1,401,300	...
Total Imports	...	...	...	...	7,489,900*	10,095,300	3,268,800
Exports:—							
Interstate	...	...	...	...	2,569,000	2,402,000	5,525,400
Oversea—Australian produce	...	...	...	...	12,544,900	9,951,000	44,243,500
New Zealand produce	...	...	...	...	272,600	301,300	...
Ships' Stores—Australian produce...	...	...	...	...	338,500	314,900	483,600
New Zealand produce	...	...	...	...	22,000	6,300	...
Total Exports	...	...	...	...	15,747,000	12,975,500	50,252,500
Excess of Exports	...	...	...	...	8,186,600	2,880,200	46,983,700

* In addition, 70,500 lb. of Australian butter was re-imported oversea into New South Wales.

Owing to the lowness of the production in 1922-23 and 1923-24, there was a very small margin for exports after supplying local requirements, and considerable quantities were imported from other States and from New Zealand. In 1924-25 the local production was far in excess of local requirements. The quantity exported oversea was very heavy, and there was also a considerable net export to other States. No butter was imported from New Zealand. Apart from fluctuations in supplies, prices have a considerable influence on interstate movements, and when values are maintained at a relatively high level in any Australian State market for an appreciable period supplies flow thither from the States where low prices are being obtained.

Production and Exports of Butter Monthly.

The following table shows for each month during the three seasons ended 30th June, 1925, the quantity of butter produced in factories in comparison with the quantity exported. Butter may be stored for a considerable period before export, and the figures for production and export each month do not necessarily refer to the same butter. In 1922-23 and 1923-24 local production scarcely sufficed to supply local requirements, and the quantity of butter imported interstate and from New Zealand was nearly as great as the quantities exported. The exports oversea in these years probably included some butter imported from other States:—

Month.	Quantity of Butter Produced in Factories.			Quantity of Butter Exported Oversea (Australian Produce).		
	1922-23.	1923-24.	1924-25.	1922-23.	1923-24.	1924-25.
Thousand lb.						
July	2,814	2,502	3,449	613	126	676
August	2,978	2,525	4,096	226	131	2,351
September	4,418	3,634	6,613	179	133	1,523
October	7,738	5,736	9,059	1,144	389	2,419
November	8,538	5,938	11,302	3,964	1,375	3,628
December	8,625	5,145	14,643	2,180	524	7,006
January	8,981	8,107	14,135	2,316	1,896	6,922
February	6,493	8,775	13,004	733	2,715	6,256
March	6,341	8,882	12,817	595	1,654	5,642
April	5,076	7,081	10,198	303	531	3,524
May	4,368	5,863	7,350	165	265	1,599
June	3,214	4,178	5,437	127	212	2,697
Total	69,584*	68,366*	112,103*	12,545	9,951	44,243

* Compiled from monthly returns of Dairy Branch. The totals differ slightly from those published elsewhere in this volume.

These monthly records show the pronounced seasonal nature of the production, with the consequent monthly variations in the volume of exports. Production increases markedly during the summer months and decreases during the winter, reaching a minimum usually in July. This is due mainly to fluctuations in the number of cows in milk.

The imports interstate in 1924-25 consisted principally of 904,000 lb. imported at Sydney by boat, 1,480,000 lb. imported by rail, mainly at Wallangarra and Albury, and 885,000 lb. imported from South Australia to supply the requirements of the Broken Hill district.

Usually more than 80 per cent. of the butter exported overseas from New South Wales is sent to the United Kingdom, the remainder being sent mainly to countries bordering the Pacific Ocean. The following table shows for a period of ten years the quantity of butter imported into the United Kingdom from New South Wales and the proportion borne by such imports to the total quantity imported:—

Year ended 31st Dec.	Imports of Butter from New South Wales.	Proportion to Total Butter imported into United Kingdom.	Year ended 31st Dec.	Imports of Butter from New South Wales.	Proportion to Total Butter imported into United Kingdom.
	lb.	per cent.		lb.	per cent.
1915	17,720,864	4.16	1920	8,306,592	4.36
1916	3,648,400	1.50	1921	27,405,168	6.94
1917	18,997,888	9.36	1922	28,957,600	6.06
1918	22,260,112	12.59	1923	5,706,960	1.59
1919	13,325,038	7.63	1924	14,585,083	2.46

This table shows the pronounced fluctuations which occur in supplies of local butter placed on the British markets and the relative smallness of the quantity. During 1924 the total imports into the United Kingdom amounted to 592,788,000 lb., as compared with 570,697,000 lb. in 1923. Of the latter quantity 59,682,000 lb. were imported from Australia, 126,645,680 lb. from New Zealand and 205,849,000 lb. from Denmark.

Prices of Butter.

The average monthly prices of butter in Sydney and London markets during each of the three seasons ended 30th June, 1925, are shown below:—

Month.	Average Price in Sydney of Choiceest Butter per cwt.			Average Top Price in London of Australian Butter per cwt.		
	1922-23.	1923-24.	1924-25.	1922-23.	1923-24.	1924-25.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
July ...	220 0	224 0	173 0	210 0	153 0	185 0
August ...	224 0	224 0	174 0	199 0	173 0	198 0
September ...	224 0	224 0	176 0	207 0	186 0	199 0
October ...	197 0	201 0	167 0	208 0	187 0	211 0
November ...	172 0	196 0	150 0	206 0	196 0	191 0
December ...	168 0	210 0	145 0	177 0	209 0	194 0
January ...	179 0	195 0	137 0	193 0	205 0	165 0
February ...	193 0	168 0	132 0	196 0	193 0	169 0
March ...	201 0	158 0	146 0	198 0	162 0	179 0
April ...	224 0	145 0	146 0	158 0	150 0	166 0
May ...	224 0	168 0	157 0	139 0	159 0	164 0
June ...	224 0	164 0	160 0	150 0	169 0	180 0
Average ...	204 0	190 0	155 0	*182 0	*179 0	*167 0

* Weighted according to quantities of Australian butter imported monthly.

The prices quoted in the above table for Sydney and London respectively are not strictly comparable in the sense that they can be used to estimate the difference between the actual selling price in Sydney and the local parity of London prices. The Sydney price is an average of daily prices and relates to the official price of butter of choicest quality. No account is taken of under-selling such as occurred in the middle of 1924 through the incidence of interstate competition. On the other hand the London prices are the mean of the top prices quoted weekly in the *Statist* for Australian butter, but owing to the smallness of supplies at certain periods these prices are more or less nominal. Usually there are appreciable quantities of Australian butter on London markets only for about half the year, viz., from November to May inclusive. It is not possible to ascertain the quantity sold in London at each price or even during each month, but a weighted average for each season has been determined on the basis of the quantities imported each month. This method, however, is not entirely satisfactory because butter may be stored for a considerable period after arrival in the United Kingdom, and again, there are sometimes pronounced fluctuations in London prices during even so short a period as one month. If the weighted average be determined on the basis of monthly imports of butter from New South Wales to the United Kingdom, the results would differ appreciably from those shown above. The yearly averages for Sydney represent a mean of daily quotations, it being assumed that marketing is distributed fairly uniformly throughout the year.

The averages calculated on this basis indicate that the local price of butter has declined by approximately 24 per cent. during the three years covered by the table, while the prices of Australian butter in London have decreased by approximately 8 per cent. in the same period.

The cost of marketing butter in London varies from time to time in accordance with changes in rates of ocean freight, exchange, insurance, handling and other changes. During 1924-25 the amount of such charges was approximately 22s. per cwt.

The prices paid to suppliers of cream vary seasonably. Data for 1924-25 are not yet available, but the average amounts paid to suppliers of cream per lb. of commercial butter manufactured during the preceding three years were as follow:—1921-22, 1s. 1·9.; 1922-23, 1s. 6·9d.; 1923-24, 1s. 4·6d. These averages apparently include in each case bonuses and deferred payments to suppliers in respect of butter produced in the previous year.

Cheese.

Excellent conditions exist in New South Wales for the production of cheese, but cheese-making has not advanced to the same extent as the manufacture of butter, the latter being more profitable.

The industry is retarded by the great disadvantages of cheese as an article of export. It matures quickly and after a short period depreciates in value. Unlike butter it cannot be preserved satisfactorily by freezing. Moreover, cheese represents little more than half the money value of butter for the same weight, while the cost of freight is practically the same. At present, however, sufficient cheese is seldom produced in New South Wales to supply local requirements, and, besides 1,524,000 lb. imported interstate by sea, in 1923-24, approximately 775,000 lb. were imported overseas, mainly from New Zealand. The quantity exported overseas during the year was only 106,000 lb. valued at £8,900, inclusive of ships' stores.

The Select Committee, to which reference was made above, assigns the unsatisfactory condition of this section of the dairying industry to the

fact that adequate legislative authority has not been given to control the manufacture of cheese, as in the case of butter. The committee was of opinion that it should be made compulsory to grade and pasteurise milk and cream used in the manufacture of cheese and to grade the cheese according to quality.

From a previous table showing the cheese made in the various divisions of the State, it will be seen that more than half of the total production during the 1923-24 season was made in the South Coast Division.

The following table shows the production of cheese in factories and on farms at intervals since 1901:—

Year.	Production of Cheese.		
	In Factories.	On Farms.	Total.
	lb.	lb.	lb.
1901	2,428,599	1,410,236	3,838,835
1906	3,459,641	1,999,004	5,458,645
1911	4,617,387	843,265	5,460,652
1916*	4,969,374	1,010,262	5,979,636
1918*	7,120,770	678,906	7,799,676
1919*	5,500,298	481,822	5,982,120
1920*	6,230,350	532,117	6,762,467
1921*	5,965,715	441,494	6,407,209
1922*	7,044,567	322,490	7,367,057
1923*	4,978,037	220,868	5,198,905
1924*	5,834,440	78,216	5,912,656

* Year ended 30th June.

During the five years, 1901-06, the production increased from less than 4,000,000 pounds to nearly 5,500,000, and it remained at that level until 1911. In 1916-17 purchases by the Imperial Government for the use of troops led to increased production, and the output of 7,830,239 lb. was the highest on record. In the adverse season of 1919 the production declined to the former level. It improved in later years, but showed a further decline in 1922-23 and 1923-24. Cheese-making on farms was formerly extensive, but is now declining into insignificance. The output of factories during 1923-24 represented nearly 99 per cent. of the total production.

SWINE.

The breeding of swine is conducted usually on dairy farms, where a large supply of separated milk is available for fattening the stock. Pigs are reared also in agricultural districts, where special crops of maize, peas, etc., are grown as fodder for them. The natural increase of pigs is rapid, so that there is a danger of an over-supply on the market unless a steady export trade is developed. The export is small and variable, and for this reason pig-raising has not progressed to the same extent as the dairy industry.

The principal breeds of swine are the Berkshire, prized because it is fattened readily; the Poland China, which thrives in the North Coastal districts; the Tamworth, which is useful for crossing with fat breeds to secure a good bacon pig; and a type called the Middle Yorkshire, which has been fixed by crossing the Large and Small Yorkshires. Stocks of high-class strains may be purchased at the Government experiment farms and other institutions.

The following table shows the number of pigs in New South Wales at intervals since 1891:—

Year.	Swine.	Year.	Swine.	Year.	Swine.
	No.		No.		No.
1891	253,189	1913	288,090	1920*	253,910
1896	214,581	1915*	286,704	1921*	306,253
1901	265,730	1916*	281,158	1922*	383,669
1906	243,370	1917*	359,763	1923*	340,853
1911	371,093	1918*	396,157	1924*	323,196
1912	293,653	1919*	294,648		

* As at 30th June, previously as at 31st December.

The figures show remarkable fluctuations, but, since 1901, there has been a tendency to increase. In 1918 the number, 396,157, was the highest on record, but it declined to 253,910 in 1920, owing to adverse seasons. There was a substantial increase in 1921, and again in 1922, but the numbers diminished in the two adverse seasons which followed. At 30th June, 1924, the pigs less than one year old included 5,052 boars, 51,893 sows, 62,014 barrows, and 126,460 suckers; and the pigs aged one year and over included 11,671 boars, 48,612 sows, and 17,494 barrows.

The following statement shows the number of pigs in various divisions of the State and the production of bacon and ham in 1911 compared with each of the last two years:—

Division.	1911.		1923.*		1924.*	
	Swine.	Bacon and Ham cured.	Swine.	Bacon and Ham cured.	Swine.	Bacon and Ham cured.
	No.	lb.	No.	lb.	No.	lb.
Coastal	255,361	13,845,520	244,883	17,422,792	242,258	17,554,239
Tableland	45,578	1,124,091	28,706	717,483	26,018	534,183
Western Slopes	42,258	666,173	44,700	553,365	35,515	482,125
Central and Western Plains.	27,896	467,043	22,564	552,226	19,405	481,562
Whole State ...	371,093	16,102,827	340,853	19,245,866	323,196	19,052,109

* Year ended 30th June.

This table shows that the production of bacon has increased since 1911 in the dairying districts of the coastal division, and 92 per cent. of the total production of bacon in 1923-24 was cured in these districts. In the tableland division there has been a marked decline in pig-raising, and little or no progress has been made in other parts of the State.

Interstate Movement of Pigs.

The introduction of pigs from other States is closely regulated in order to prevent the spread of the various diseases current among these animals,

and, on the whole, few pigs are brought into the State except for slaughtering in adverse seasons. There is on the other hand a regular movement of pigs from New South Wales to Queensland, and, on a smaller scale, to Victoria. In 1923-24 the net export of live pigs to Queensland was 13,919 and to Victoria 3,896.

Bacon and Hams.

The number of bacon factories has increased considerably since 1906, but the production of bacon in New South Wales is not usually sufficient for local requirements, and quantities are imported from other States. Such imports in 1923-24 were approximately 6,700,000 lb.

The output of bacon and hams from factories and farms at intervals since 1891 is shown hereunder:—

Year.	Production of Bacon and Ham.		
	Factory.	Farm.	Total Production.
	lb.	lb.	lb.
1891	2,120,300	3,889,300	6,009,600
1901	7,392,100	3,688,800	11,080,900
1911	13,393,500	2,709,300	16,102,800
1916*	11,637,900	1,938,700	13,576,600
1920*	14,938,300	1,731,300	16,669,600
1921*	14,625,800	1,631,400	16,257,200
1922*	18,544,067	1,878,803	20,422,870
1923*	17,506,343	1,739,523	19,245,866
1924*	17,693,376	1,358,733	19,052,109

* Year ended 30th June.

The output of bacon varies in fairly close sympathy with the production of butter but is generally insufficient for local requirements.

During the first decade of the period under review the production of bacon showed a substantial increase, but during the drought of 1902-03 there was a decline, and the industry did not recover from the effects for some years. During the ten years, 1901 to 1911, the output increased from 11,000,000 lb. to over 16,000,000 lb. In 1915-16 the production declined again, but it increased in later years. In 1921-22 the production exceeded 20,000,000 lb. for the first time.

Lard.

Statistics showing the total production of lard are not available. During the year ended 30th June, 1924, the quantity extracted in factories amounted to 648,056 lb., valued at £22,919; but as the manufacture of this product is conducted in many other establishments, as well as on farms, this quantity represents only a portion of the total output.

During the twelve months ended 30th June, 1924, the oversea exports of lard and refined animal fats amounted to 314,163 lb., valued at £11,734, as compared with imports from oversea countries amounting to 97,129 lb., valued at £2,867.

LOCAL CONSUMPTION OF DAIRY PRODUCTS.

The local consumption of dairy products in New South Wales is comparatively high; the average consumption per head in 1923-24 was as follows:—Fresh milk, 20·9 gallons, preserved milk 6·4 lb., butter, 31·4 lb., cheese 3·6 lb., bacon and ham 11·1 lb. With a population of about 2,250,000 the local requirements amount to 47,000,000 gallons of fresh milk per annum,

nearly 14,500,000 lb. of preserved milk, 70,500,000 lb. of butter, 8,100,000 lb. of cheese, and 25,000,000 lb. of bacon and ham. Comparison with the figures on the foregoing pages shows that the State is self-supporting in regard to milk and butter, and that portions of the supplies of cheese and bacon are imported—generally from the other States of the Commonwealth. During the summer months, when production is at a maximum, a quantity of butter is placed in cold storage in order to ensure an adequate supply during the winter. This matter is treated more fully in the chapter relating to "Food and Prices."

EXPORTS OF DAIRY PRODUCTS.

Dairy products for export beyond the Commonwealth are subject to inspection by Federal Government officials under the provisions of the Commerce Act, 1905, and the exportation of inferior products is prohibited unless the goods are labelled as below standard. Upon the request of the exporters, butter and cheese are graded and certificates as to quality are issued.

The following table shows the overseas exports of the principal dairy products from New South Wales, inclusive of ships' stores, at intervals since 1891. The particulars for 1906 and earlier years relate to New South Wales produce only, but in later years the figures include a small quantity of the produce of other Australian States. New South Wales produce exported through other States is excluded from account.

Year.	Oversea Exports (including Ships' Stores).							
	Butter.		Cheese.		Milk—Preserved, Condensed, etc.		Bacon and Ham.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
	lb. (000)	£	lb. (000)	£	lb. (000)	£	lb. (000)	£
1891	11	478	18	411	...	...	9	380
1896	1,912	75,994	45	821	8	156	40	994
1901	8,700	379,342	174	4,359	196	2,525	96	3,007
1906	23,362	978,725	123	3,268	258	4,906	141	4,996
1911	33,044	1,518,993	127	3,723	1,127	17,471	618	17,561
1916*	4,306	259,834	191	9,767	947	22,052	224	11,279
1921*	28,429	3,458,280	804	49,813	11,576	691,122	1,357	132,075
1922*	36,730	2,327,080	629	26,565	3,634	203,483	1,053	80,641
1923*	12,883	1,035,186	293	14,319	688	33,119	757	57,406
1924*	10,266	778,963	156	8,902	742	37,382	545	45,170

* Year ended 30th June.

The decline in the exports in 1915-16 was due to shortage of shipping space. The export trade in butter is almost entirely with the United Kingdom. During the year 1920-21, the quantity available for export was higher than in any year of the war period, the season was good, and remunerative prices were obtainable in London. The exports of condensed milk increased rapidly during the war period, and have since declined.

The values of other dairy and farmyard products exported overseas in 1923-24 were as follows:—Frozen pork £2,096, frozen poultry £9,323, eggs £47,811, live pigs and poultry £1,140; making a total of £930,787, including the items listed above.

POULTRY-FARMING.

Poultry-farming was conducted formerly in conjunction with dairying; but the interests involved have become important commercially in recent

years and a distinct industry has been developed. Efforts are made to obtain the benefits of modern methods of poultry-farm management, and to secure the best egg-laying and table breeds. To assist poultry-farmers, the Department of Agriculture issues various publications treating of poultry culture, and employs a poultry expert to advise them. A Government Poultry Farm at Seven Hills is used for demonstration and educational purposes in connection with the Department's activities for the benefit of poultry-farmers. Accurate statistics of poultry production are not available, but a general estimate based on accessible returns shows that the value of production during 1923-24 was approximately £2,321,000. The value of eggs exported overseas was £48,000, almost entirely to the United Kingdom, and of frozen poultry £9,000.

Special attention is devoted to improving the laying qualities of the different breeds, and egg-laying competitions, organised originally by private subscriptions, have been conducted since 1901 at the Hawkesbury Agricultural College, with the object of stimulating the poultry industry. These competitions have attracted widespread interest, and birds for competition are sent from all parts of New South Wales, from the other Australian States, from New Zealand, and some from America.

By such means much valuable information has been gained from practical experiment and research. Tests are arranged and records are kept of the cost of feeding, and of the results obtained from the various breeds of poultry, and by different methods of treatment. The expansion of poultry-raising in recent years has received a great impetus from this source, inasmuch as it produced data, previously unobtainable, as to the possibilities of poultry-farming as a business, and stimulated the idea of breeding for high egg production.

An annual report in bulletin form, giving particulars and tabulated results of these competitions, is issued by the Department of Agriculture.

BEE-KEEPING.

The bee-keeping industry is at the present time of small importance, though there is ample inducement for further expansion.

The production of honey and of beeswax varies considerably from year to year, as shown in the following table:—

Season.	Bee Hives.			Honey.	Average Yield of Honey per productive Hive.	Beeswax.
	Productive.	Un-productive.	Total.			
	No.	No.	No.	lb.	lb.	lb.
1910-11	55,958	14,308	70,266	2,765,618	49.4	72,617
1918-19	27,629	16,230	43,859	879,776	31.8	19,231
1919-20	17,534	10,384	27,918	472,340	26.9	12,195
1920-21	28,041	6,387	34,428	1,443,377	51.5	23,320
1921-22	34,129	7,369	41,498	2,989,074	87.6	28,385
1922-23	26,855	11,549	38,404	1,239,080	46.1	28,442
1923-24	19,987	11,774	31,761	590,980	29.6	12,703

The yield per productive hive improved considerably as a result of the enactment of the Apiaries Acts in 1916 and 1917, and the average in 1917-18, 76.4 lb., was 56 per cent. above the experience of the previous ten years. Subsequent seasons, with the exception of 1921-22, when the average production was 87.6 lb. per hive, have not been favourable to the industry.

Frame hives are now in general use, as the box-hive has been prohibited. Special legislation which has been passed with reference to apiculture is more fully detailed at page 655 of the Year Book for 1918.

In 1923-24 the estimated value of the production from bees was £12,000, the quantity of production in each division being as follows:—

Division.	Honey.	Beeswax.
	lb.	lb.
Coastal	241,335	5,834
Tableland	238,628	4,030
Western Slopes	95,571	2,646
Central Plains and Riverina	14,986	183
Western Division	460	10
Total	590,980	12,703

VALUE OF DAIRY AND FARMYARD PRODUCTION.

It is evident from the foregoing that the dairying and farmyard industries are important factors in the rural production of New South Wales. The value of production in 1923-24 amounted to £12,327,000, or £5 11s. 6d. per head of population; the dairying industry yielded £8,957,000, swine £1,037,000, poultry £2,321,000, and bees £12,000. The value of production in each year since 1911 has been as follows:—

Year.	Milk for Butter.	Milk for Cheese.	Milk (not used for Butter or Cheese).	Milch Cows.	Swine.	Poultry and Eggs.	Bees.	Total.
	(000) £	(000) £	(000) £	(000) £	(000) £	(000) £	(000) £	(000) £
1911	3,631	129	619	389	447	1,280	39	6,534
1912	3,895	168	750	406	539	1,401	33	7,192
1913	3,450	170	950	385	500	1,578	30	7,063
1914-15	4,038	170	962	523	538	1,597	18	7,846
1915-16	3,198	167	1,084	419	605	2,144	32	7,649
1916-17	4,740	227	1,059	657	795	1,908	33	9,419
1917-18	4,954	250	1,618	668	990	2,082	73	10,685
1918-19	4,537	204	1,949	709	1,153	2,501	20	11,073
1919-20	4,712	278	2,132	721	1,121	2,814	15	11,793
1920-21	8,411	306	2,751	603	1,130	3,196	50	16,447
1921-22	5,800	228	2,359	899	925	2,650	53	12,914
1922-23	5,805	198	2,558	1,136	976	2,750	22	13,445
1923-24	5,027	213	2,604	1,113	1,037	2,321	12	12,327

The value of production from these industries increased during the period under review from £6,534,000 to £16,447,000 in 1920-21, when boom values ruled, and the drop in 1921-22 was occasioned by a return to lower values, although the quantity of production in the year was a record. During 1922-23 and 1923-24 prices improved, but seasonal conditions were adverse. The bulk of dairy and farmyard commodities is produced for home consumption, and prices rise and fall in accordance with local seasonal conditions. Oversea markets apparently have little influence on local prices. For these reasons the annual value of production does not reflect seasonal fluctuations in yields to the same extent as do agricultural and pastoral products whose prices are determined mainly by the condition of overseas markets.

Butter is the principal item of dairy produce; the value of the milk used in the production of butter in 1923-24 was £5,027,000, as compared with £3,631,000 in 1911.

The return from poultry, which are kept on a great many holdings, is next in importance, though the value of production shown does not represent the total for the industry, because records are not available of the production on areas of less than one acre.

PRICES OF DAIRY PRODUCTS.

The average wholesale prices obtained in 1914 and during the last six years in the Sydney markets for the principal kinds of dairy and poultry farm produce are shown in the following table. The average quoted for the year represents the mean of the prices ruling each month, and does not take into account the quantity sold during the month.

Dairy and Poultry Farm Produce.	1914.	1919.	1920.	1921.	1922.	1923.	1924.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Milk ... ..gal.	0 11 ³ / ₄	1 6 ³ / ₄	1 9	1 8 ³ / ₄	1 8	1 10	1 8
Butter ... ..lb.	0 11 ¹ / ₂	1 7 ¹ / ₄	2 1	1 9 ¹ / ₂	1 7	1 10 ¹ / ₂	1 5 ³ / ₄
Cheese"	0 7 ¹ / ₂	1 0 ³ / ₄	1 2 ¹ / ₄	1 0 ³ / ₄	0 10	1 2 ¹ / ₄	0 9 ³ / ₄
Bacon"	0 9 ³ / ₄	1 1 ¹ / ₂	1 6	1 4 ¹ / ₄	1 0 ¹ / ₂	1 1 ¹ / ₄	1 1 ¹ / ₄
Eggs (case) ...doz.	1 1	1 9 ¹ / ₂	1 11	1 10	1 7 ¹ / ₂	1 5 ¹ / ₂	1 8
Poultry—							
Fowls—							
(Roosters) ...pr.	5 5	7 0	7 9	9 5	6 10	7 2	8 2
Ducks—							
(English) ... "	4 5	5 10	7 4	8 11	6 10	10 2	9 9
Geese"	6 8	10 5	11 9	14 10	10 8	10 7	11 0
Turkeys (cocks) "	11 2	25 8	35 8	37 11	36 7	37 3	33 3
Bee produce—							
Honey ... ..lb.	0 3 ³ / ₄	0 6 ¹ / ₂	0 8	0 5 ³ / ₄	0 3 ³ / ₄	0 4 ¹ / ₂	0 5 ¹ / ₂
Wax"	1 2 ¹ / ₂	2 0	2 0 ¹ / ₂	1 11	1 8 ¹ / ₄	1 8 ¹ / ₄	1 3 ³ / ₄

Almost without exception prices increased in each year from 1914 to 1920, the greatest rises occurring in 1919 and 1920. In 1921 all the prices except the quotations for poultry, were slightly lower than in the preceding year. In 1922 prices declined generally, but in 1923 the prices of dairy products rose, milk being dearer than in 1920. The average price of most kinds of poultry advanced also, but eggs were cheaper. In 1924 the average price of butter was 54 per cent. dearer than in 1914, milk 70 per cent., bacon 36 per cent., and eggs 54 per cent. dearer.

The relative variations in the Sydney wholesale prices of eight principal dairy and farmyard products, viz., butter, cheese, bacon, ham, eggs, condensed milk, honey and lard are shown in the following table of index numbers, in which the prices of 1911 are taken as the base and represented by 1,000:—

Year.	Index Number.	Year.	Index Number.	Year.	Index Number.
1901	963	1915	1,349	1921	2,020
1906	953	1916	1,380	1922	1,735
1911	1,000	1917	1,440	1923	1,939
1912	1,133	1918	1,487	1924	1,671
1913	1,043	1919	1,718	1925	*1,564
1914	1,128	1920	2,236		

* To June.

Although the average prices of dairy produce have remained very much above the pre-war level the relative increase is considerably less than that for other products. A comparative table showing the relative increases for each of eight groups of commodities is published in the chapter "Food and Prices" of this Year Book.

FORESTRY.

THE forest lands of the State containing timber of commercial value consist of about 11 million acres, of which about 8 million acres are Crown lands. Nearly 7 million acres of State lands have been either dedicated or reserved for the preservation and growth of timber.

The total forest area, although not large, contains a great variety of useful timbers, which in hardwoods number about twenty different kinds of good commercial value, including such renowned constructional woods as ironbark, tallow-wood, and turpentine, whilst in other timbers there are about twenty-five varieties, including such valuable timbers as cedar, beech, pine, and teak. It is estimated that, approximately, five-sixths of the timber supply consists of mixed hardwoods and one-sixth of soft and brush woods.

Following the report of a Royal Commission appointed in 1907, a Forestry Department was established under the Forestry Act, 1909. This Act was repealed by the Forestry Act, 1916, which became law on the 1st November, 1916, and provided for the constitution of a Forestry Commission, consisting of three members, one being Chief Commissioner. A further amending Act passed on 23rd December, 1924, provided for a commission of one member at a salary of £1,500 per annum.

The Commission is charged with the administration of the Forestry Act, 1916, which provides for the control and management of the State forests and timber reserves, for the training of forest officers, for the conduct of research work, and for the collection of statistics in connection with forestry.

The Commission may dispose of timber and products of any State forest or timber reserve, and—

- (a) take and sell such timber and products;
- (b) convert any such timber into logs, sawn timber, or any other merchantable article, and sell the same;
- (c) convert any such products into merchantable articles, and sell the same;
- (d) construct roads, railways, and tram-lines and other works for the transport of timber; and purchase, rent, or charter and use vehicles and vessels, with the necessary motive power;
- (e) construct, purchase, or rent sawmills and other mills, with all the necessary machinery and plant for converting timber, and manufacturing articles from timber, and use such mills for those purposes.

One-half of the gross amount received from royalties, licenses, and permits, and from the sale of timber, other than the output of the mills as indicated in (e) above, is to be set apart for afforestation, reafforestation, survey and improvement of State forests and timber reserves, and for purposes incidental thereto, except that the expenditure of an amount exceeding £5,000 on any particular work is subject to the approval of the Minister.

The Government may purchase, resume, or appropriate land for the purpose of a State forest, and may dedicate Crown lands as State forests or timber reserves.

Timber-getters' and other licenses may be issued by the Commission, and exclusive rights to take timber products from specified areas of State forest or timber reserves may be granted also.

Every person conducting a sawmill for the treatment of timber must obtain a license, keep books and records, and make prescribed returns. Royalty must be paid on all timber felled and on all products taken from any State forest, timber reserve, Crown lands, or lands held under any tenure from the Crown which requires the payment of royalty; but such royalty is not payable on timber exempted by terms of the license or by the regulations, or on timber required for use on any holding not comprised within a timber or forest reserve; allowance may be made also for any timber which is not marketable. Trees on any State forest, timber reserve, or Crown lands, with the exception of lands held under conditional lease granted before the passing of the Act, must not be ringbarked except under permit.

The Act provides for regulations on the following matters:—Licenses, etc., and the fees and royalties payable; the periods and the conditions under which licenses, etc., may be granted; the protection and preservation of timber; the inspection, cutting, marking, and removal of timber; the kinds, sizes, and quantities which may be cut or removed; the conditions under which fires may be lighted in State forests; and the organisation of a system of education in scientific forestry.

The Act provides also for the classification of forest lands and for proclamation of State forests, and survey work is in progress for this purpose.

"The Australian Forestry Journal" is issued monthly by the Commission with the object of interesting the public in forestry, and it is distributed gratis among a large number of public bodies.

A large amount of regenerative work has been done in connection with the Murray River and the inland forests. Experimental works have been started in various parts of the coast and highlands to test the capacity of different classes of hardwood forest for reafforestation, and to ascertain the best methods of treatment; and stations have been selected for the promotion of afforestation by the establishment of State nurseries, with the object of utilising some of the waste lands of the State, of which about 300,000 acres are suitable for the purpose.

On 30th June, 1924, the total area of Crown lands proclaimed as State Forests was 5,221,415 acres, and the area of timber reserves was 1,659,897 acres.

Particulars relating to the State forests and plantations and timber reserves as at the end of each of the last five years are shown below:—

Particulars.	1920.	1921.	1922.	1923.	1924.
State Forests—					
Number	706	721	736	720	720
Area ... acres	5,085,050	5,194,298	5,371,994	5,315,689	5,221,415
State Plantations—					
Area ... acres	1,448	2,544	4,032	5,204	7,180
Timber Reserves—					
Number	530	504	494	548	550
Area ... acres	1,746,069	1,535,679	1,479,792	1,561,270	1,659,897

The area of the timber reserves has been reduced, as arrangements were made to dedicate suitable reserves as State forests, in order that they might be reserved permanently for forestry purposes, while reserves not adapted for forestry were made available for other uses.

Location of Forest Lands.

The principal forest lands of the State are situated in the Zone of Coastal Timbers which consists of a narrow strip of land ranging up to 50 miles in width and extending along the entire coast line. This zone em-

braces an area of 13,797,000 acres, of which roughly 4,900,000 acres are classified as forest lands. This is a region of high rainfall and it produces an abundant supply of hardwood timbers of good quality. It is here that the greater part of the State forests are situated, and they are distributed mainly in scattered areas throughout the belt, but more especially in the North Coast district, in the vicinity of the coast from the River Hastings south to the Karuah River, and along the South Coast from the Shoalhaven River to the southern boundary of the State. An isolated forest area of considerable importance stretches northward from the Hawkesbury River and terminates to the westward of Lake Macquarie.

The indigenous softwoods of the State are situated mainly in the Zone of Brush Timbers lying in a narrow belt along the eastern foothills of the northern highlands. This zone embraces 6,339,000 acres of land and includes a forest area of approximately 1,500,000 acres, of which a considerable proportion has been dedicated as State forests. This is a region of high rainfall. The timber is mainly softwood of good quality, the chief commercial species being hoop pine.

The rainfall of the remainder of the State is lower than along the coast and the forest lands are comparatively inextensive, although their absolute area is considerable. The hinterland may be divided into three zones, viz., a zone of highland timbers, a zone of interior timbers, and a zone practically devoid of timbers of commercial value.

The Zone of Highland Timbers contains in all 30,039,000 acres, of which approximately 1,700,000 acres are forest area favoured by a fair rainfall. The supply of timbers is scattered and sparse, including mainly hardwoods of fair to good quality. Considerable areas in this zone are considered to be suitable for the planting of exotic conifers, and it is proposed to embark on an extensive scheme of afforestation in this connection. The Zone of Interior Timbers covers 81,000,000 acres, of which approximately 2,900,000 acres are classed as forest area. The rainfall is comparatively low and uncertain and the supply of timber, including both hardwoods and cypress pine, is generally scattered, sparse and of fair quality. State forests are distributed throughout these zones, but usually in small scattered areas. However, the largest of the State forests is situated at Pilliga in the zone of interior timbers. This area is 454,200 acres in extent and is timbered with cypress pine, ironbark, gum, box and belah. Another large area comprising 140,266 acres mainly of ironbark is situated a little further south at Goonoo near Dubbo, and further extensive areas of State forests are situated along the Murray River west of Tocumwal. These contain red gum, white box, yellow box and cypress pine.

The zone almost devoid of timbers of commercial value is practically co-terminous with the Western Division with an average annual rainfall of from 8 to 15 inches per year. This area contains 66,868,000 acres and its timber supply is very sparse, scattered and of inferior quality.

State Forest Nurseries and Plantations.

A State Forest Nursery is maintained at Gosford for the propagation of plants of commercial types; the planted area is about 42 acres. Exchanges of seeds and plants are made with similar institutions in various parts of the world. Branch Nurseries of various dimensions have been established in practically every forestry district in the State. The total area of effective plantations at the end of June, 1923, was 7,180 acres. In addition, about 2,004 acres had been prepared for planting and there were 1,039,200 acres under working plans.

To supplement the supply of softwood in the State, afforestation is necessary on a more extensive scale than at present, and it has been estimated

that it is necessary to plant 5,000 acres per year for thirty years in order to assure adequate supplies. Preliminary surveys in the southern highlands disclose an area of 150,000 acres suitable for the growth of softwoods and indigenous hardwood, and as this land is used at present only for summer grazing there is a possibility of extension in afforestation.

Production and Consumption of Timber.

During the year ended 30th June, 1924, there were in operation 549 saw-mills. The employees numbered 5,930, and the value of plant and machinery was estimated at £1,087,374. The output of native timber amounted to 167,492,472 superficial feet, valued at the mills at £2,119,691.

In the forests which have been placed under intensive management the Forestry Commission undertakes the conversion of many classes of forest produce in order to ensure that all saleable timber will be removed promptly from each area to make way for young growth. In these areas 7,933,000 superficial feet of timber were dealt with during 1923-24.

The following table shows the average annual output of native timber from sawmills in New South Wales in successive years since 1917, and the gross consumption of native and imported timbers as estimated by the Forestry Commission.

Year ended 30th June.	Annual Output of Native Timber from Saw Mills. (000 omitted.)	Estimated Gross Consumption of Timber.		
		Native.	Imported.	Total.
		(000 omitted.)		
	super feet.	super feet.	super feet.	super feet.
1917	125,243	261,000	125,976	386,976
1918	126,745	285,925	92,628	378,553
1919	131,617	291,225	86,687	377,912
1920	155,114	318,040	86,637	404,677
1921	156,112	352,882	96,666	449,548
1922	153,268	356,933	110,225	467,158
1923	147,108	365,714	143,073	508,787
1924	137,492	390,664	178,777	569,441

In recent years there has been remarkable activity in the building trade, and the consumption of timber has increased rapidly. Most of the imported timber consists of softwoods. The native timber consumed in 1923-4 consisted of 231,067,000 superficial feet of hardwood, 73,582,000 superficial feet of pine, 5,799,000 superficial feet of brushwood, and 80,216,000 superficial feet of fuel.

Value of Production from Forestry.

The estimated value of production from forestry in 1923-4 was £1,659,000, as at the place of production. The following table shows the value of forestry production in New South Wales at intervals since the year 1901:—

Year ended 30th June.	Value. (000 omitted.)	Year ended 30th June.	Value. (000 omitted.)
	£		£
1901*	554	1919	1,306
1906*	1,008	1920	1,527
1911*	998	1921	1,656
1916	1,045	1922	1,585
1917	1,094	1923	1,544
1918	1,093	1924	1,659

* Year ended 31st December.

Imports and Exports of Timber.

The greater part of the softwood used in New South Wales has been drawn for many years from foreign sources of supply, among which New Zealand, the United States of America, Canada, Norway, and Sweden are most important. It is hoped, however, that eventually steps will be taken to plant extensive areas in New South Wales with high-class American and other softwoods in order to render the State independent of imported timbers.

In the following table particulars are shown regarding the import and export of timber to and from New South Wales at intervals since 1901. A rapid increase in imports proceeded until the outbreak of war, indicating that a growing demand existed locally for softwoods. Though the forests of the State abound in high-class hardwoods, it is not probable that the export trade will ever assume large proportions.

Year.	Imports Oversea to New South Wales.				Exports of Australian Produce Oversea from New South Wales.			
	Undressed.		Other.	Total Value.	Undressed.		Other.	Total Value.
	Quantity.	Value.			Quantity.	Value.		
	sup. feet.	£	£	£	sup. feet.	£	£	£
1901	68,369,135	322,642	137,123	459,765	10,385,618	66,346	58,664	125,010
1906	84,771,918	444,563	181,850	526,413	29,321,865	325,805	9,361	335,166
1911	164,379,875	955,344	209,028	1,164,372	28,397,961	250,990	17,949	268,939
1915-16	119,232,376	814,102	74,305	888,407	15,098,981	144,486	10,965	155,451
1919-20	85,975,377	1,442,511	60,245	1,502,756	9,964,984	168,828	25,520	194,348
1920-21	93,303,145	1,904,064	174,910	2,078,974	23,202,315	447,653	17,072	464,725
1921-22	96,848,347	1,254,616	160,219	1,414,835	20,301,336	349,898	5,059	354,957
1922-23	123,028,001	1,398,702	339,228	1,737,930	19,085,766	294,049	5,220	299,269
1923-24	156,859,258	2,008,540	385,089	2,393,629	26,957,934	437,029	6,898	443,927

In addition there is a considerable interstate movement of timber by sea, complete records of which are not available. The quantity of timber imported at Sydney by sea from other Australian States in 1923-24 was 19,625,000 superficial feet, valued at £349,000.

Forestry Licenses and Permits.

Licenses and permits are granted for the purposes of obtaining timber and fuel, grazing, sawmilling, ringbarking, and for the occupation of land. The fees for licenses and permits are small, but considerable revenue is gained from royalties on timber, agistment, and occupation fees, etc.

The revenue collected by the State from timber licenses and from royalty on timber during various years since 1911 is shown in the following table:—

Year ended 30th June.	Sales, Rents, Fees, etc.	Royalty on Timber.	Total.	Year ended 30th June.	Sales, Rents, Fees, etc.	Royalty on Timber.	Total.
	£	£	£		£	£	£
1911*	11,153	79,165	90,318	1920	52,001	95,040	147,041
1916	8,701	59,406	68,107	1921	76,141	114,601	190,742
1917	9,136	58,137	67,273	1922	104,234	113,607	217,841
1918	12,938	58,031	70,969	1923	59,882	108,816	168,698
1919	26,705	70,888	97,593	1924	51,747	134,646	186,393

* Year ended 31st December.

Included in the total for 1923-24 are sales of converted and confiscated material, £17,577; and rents from leased lands, £24,790.

The practice of forestry in Europe and America has shown that greater expenditure by the Government means increased profits, and forest improvement in New South Wales, where timber grows more rapidly and to larger size, should yield even more favourable results.

Particulars of expenditure by the Forestry Department during the last five years are shown in the following table:—

Head of Expenditure.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Salaries, Travelling Expenses, etc. ...	55,662	60,085	64,941	61,925	65,888
Survey, Organisation, Afforestation, and Re-afforestation	71,196	113,507	119,513	65,249	66,454
Other	8,049	5,948	2,134	9,934	5,364
Total	134,907	179,540	186,588	137,108	137,706

Persons Employed in Timber Industry.

The numbers of persons employed in the timber industry, including saw-mills, as at 30th June, 1924, are estimated by the Forestry Department as follows:—

	Whole time.	Part time.	Total.
Felling and cutting	1,682	1,632	3,314
Hauling to mills	1,485	879	2,364
Milling (average number)—			
Forest sawmills ... ..	.....	.....	3,587
Other sawmills ... ..	.....	.....	537
Otherwise employed ... ..	.....	.....	2,418
Total ... ..	.....	.....	12,220

The average time worked by persons partially employed was approximately six months each.

FISHERIES.

THE waters along the coast of New South Wales contain numerous varieties of fish, but the fishing industry is being but slowly developed. The principal sources of supply of marine fish are the coastal lakes and estuaries, the sea beaches and ocean waters, while Murray cod is obtained in the inland rivers. Fishermen generally confine their attention to the coastal lakes and estuaries.

The most extensive development may be expected in the ocean waters, where large shoals of deep-sea fish such as great tunnies, Spanish mackerel, bonito, mackerel, kingfish, tailer, salmon, and many other pelagic fishes travel in large shoals. There are also immense quantities of pilchards, sprats, and other "herring-kind," as well as sea garfish and others.

Crayfishing and the oyster industry also are capable of great development, and mussels could be farmed successfully in a way somewhat similar to oysters, and in many places where the oyster will not flourish. The expansion of the oyster industry depends to a certain extent upon a diffusion of the knowledge of successful oyster culture among oyster growers. Intense cultivation at Port Stephens has produced excellent results in recent years.

Whaling operations have been conducted intermittently, but it is considered that two shore stations with two steam whaling gunboats each could be maintained profitably on the coast of the State. The season begins in June and ends in November, though whales may be taken before and after that period.

CONTROL OF THE FISHERIES.

Under the Fisheries Act, 1902, control of the fisheries of the State, previously administered by a Commission, was placed in the hands of a Board to supervise the industry, to carry out investigations likely to be of service, and to ensure observance of the regulations in regard to the dimensions of nets, closure of inland and tidal waters, net-fishing, and other such matters. Under an amending Act, in 1910, the Fisheries Board was dissolved and its powers vested in a Minister of the Crown, the Chief Secretary being charged with the administration of the Act.

Fishing Licenses.

Persons catching fish for sale in tidal or inland waters must be licensed, also boats used for this purpose, the annual fee being 5s., which is reduced to half that amount if the license is issued after 30th June and before 1st December.

The number of licenses granted to fishermen during the year 1924 was 3,289, and licenses were issued in respect of 1,737 fishing boats. The fees received amounted to £1,452.

Oyster Leases.

For the purposes of oyster-culture, tidal Crown lands below an approximate high-water mark may be leased at yearly rentals, determined by the Minister. The areas are classified as average, special, or inferior lands.

The leases of average lands are for fifteen years, but may be renewed for a like period. An area upon which an aggregate rental of less than £5 per annum is payable may not be leased to any person unless he is already an oyster lessee.

Leases of special lands are granted for areas of special value after the land has been offered by auction or tender, and are subject to the same conditions as leases of average lands, but need not be confined to areas along the approximate high-water mark.

Leases of inferior lands are granted for a term not exceeding ten years, with the right of renewal for a further term of five years.

During the year 1924, applications for leases numbered 500, representing 111,900 yards of foreshore and 295 acres of off-shore leases. At the end of the year the existing leases numbered 4,502. The length of foreshores held was 1,180,125 yards, and there were deep-water leases to the extent of 2,407 acres. The deposits paid with the applications for leased areas amounted to £1,118, and the rentals received during the year for leased areas to £9,754.

PRODUCTION FROM FISHERIES.

The most important kinds of fish marketed are snapper, bream, blackfish, whiting, mullet, jewfish, flathead, garfish, and Murray cod—a freshwater fish; tailor, trevally, leather-jacket, and gurnard are readily saleable in the local markets.

Fish.—The quantity consigned to Sydney and Newcastle markets during 1924 amounted to 17,261,740 lb., of which 399,933 lb. were condemned. In addition 255,010 lb. of fish were consigned from the Tweed River to Brisbane, and 1,050,420 lb. are recorded as having been sold in various fishing centres in coastal areas, but this latter figure is incomplete. The total production of fish, as recorded during 1923, was 18,567,170 lb.

The bulk of the supplies is obtained in the estuaries and lakes on the northern part of the coast-line. A small proportion, chiefly snapper, came from the ocean, and were obtained principally by long-line fishing. The quantities of fresh fish obtained from each of the principal fishing grounds of the State are indicated below:—

	1923. lb.	1924. lb.		1923. lb.	1924. lb.
Clarence River ...	3,259,291	3,116,803	Botany Bay ...	483,567	323,823
Wallis Lake ...	1,654,680	1,107,257	Richmond River ...	464,156	369,217
Port Stephens ...	1,021,648	617,091	Hawkesbury River ...	447,536	310,823
Lake Illawarra ...	764,337	459,834	Port Jackson ...	396,027	129,895
Tuggerah Lakes ...	743,207	1,275,020	Hastings River ...	243,106	199,457
Lake Macquarie ...	706,942	621,708	Macleay River ...	236,220	235,504
Camden Haven ...	664,573	578,656	St. George's Basin...	218,427	213,808
Manning River ...	638,047	647,918	Wollongong ...	209,366	261,265

In addition nearly one-third of the fish marketed is obtained by private trawling. In 1924 the quantity of trawled fish marketed was 5,302,000 lb.

Notwithstanding the immense shipping development and consequent increase of traffic, and the large reclamation of foreshores in recent years, the recorded production from Port Jackson was as much as 129,895 lb. The actual production was very much greater, because a considerable quantity was sold in the suburbs of Sydney without passing through the markets.

Crayfish.—The number of marine crayfish (*Palinurus*) marketed during 1924 was 86,470. The number captured was very much greater, but many were lost by death before marketing. The principal source of supply was the northern crayfish grounds, from Newcastle to Port Macquarie. From Port Stephens and Wallis Lake over 42,000 were marketed.

Prawns.—A quantity of approximately 596,241 lb. of marine prawns (*Penæus*) was marketed during 1924, and about 3,644 lb. were condemned. These figures do not include prawns sold for bait.

Crabs.—About 3,600 dozen of crabs were marketed. They comprised several species of swimming crabs, notably the Blue (*Lupa*) and the Mangrove (*Scylla*).

Oysters.—During the year 1924 the oyster production of the State amounted to 28,380 sacks, each of 3 bushel capacity, valued at £85,140. These consisted of Rock oyster (*Ostrea cucullata*). This output was principally the result of artificial cultivation.

Oversea Trade in Fish.

A very considerable proportion of the local requirements of fish are imported overseas, the value of fish so imported during 1924 being £658,243, inclusive of 12,411,107 lb. of preserved and fresh fish valued at £606,003. The quantity of preserved fish exported overseas was 270,764 lb. valued at £11,481, and the export of potted and concentrated fish was negligible.

Value of Fisheries Production.

The value of the production from fisheries of New South Wales, as recorded during the year ended 30th June, 1924, was approximately £520,000, including fresh fish, £479,500, oysters, crayfish, prawns, etc., £40,500.

The value of production is estimated as at the place of production and is exclusive of fish condemned, of fish sold in fishing and other centres and not recorded, or used for fertiliser and oil, and of the value of molluscs other than oysters.

The following table shows the value of production from fisheries since the year 1912:—

Year ended 30th June.	Value. (000 omitted.)	Year ended 30th June.	Value. (000 omitted.)
	£		£
1912*	220	1919	335
1913*	270	1920	470
1915	237	1921	491
1916	325	1922	538
1917	303	1923	491
1918	307	1924	520

* Year ended 31st December.

STATE TRAWLING INDUSTRY.

An account of the State Trawling Industry appears in previous issues of this Year Book. Owing to the heavy losses incurred the undertaking was closed at the end of February, 1923. Some of the trawlers have been sold to local buyers and are operating along the coast.

FISH PRESERVING.

Many fishes specially suitable for treatment by canning, smoking, or salting are obtainable in the waters along the coast of New South Wales, but irregularity of supplies and climatic disadvantages have militated against the success of canning factories.

FISH CULTURE AND ACCLIMATISATION.

Acclimatisation of non-indigenous fishes, particularly trout, has met with success in New South Wales, and trout fishing constitutes an important attraction for tourists and sportsmen in many districts. Young fry are distributed annually from a trout hatchery at Prospect.

FOOD AND PRICES.

FOOD SUPPLY AND DISTRIBUTION.

New South Wales is practically independent of external sources of supply for the food commodities which enter most largely into daily consumption, such as meat, bread, milk and butter. Local supplies of many other products are augmented by importation from neighbouring States, and with the exception of tinned fish, the only items which are imported in large quantities from overseas countries are tropical products, *e.g.*, tea, rice, sago, etc.

Legislation, which gives the governing authorities power to supervise the conditions under which food is produced and distributed and to ensure a reasonable standard of quality, is contained in various enactments, the principal being the Pure Food Act of 1908, the Dairies Supervision and the Dairy Industry Acts and measures relating to the slaughtering of stock for food.

The administration of these laws in incorporated areas is primarily the duty of the Board of Health, but the function may be left to the municipal and shire councils. If a council fails to fulfil the duty satisfactorily, the Board itself may exercise its powers in respect of these matters, or may take steps to compel the council to act.

The Board of Health drafts regulations under the Pure Food Act to prescribe standards for the composition, purity and quality of foods and drugs, upon the recommendations of an Advisory Committee, consisting of the president of the Board, medical men, and chemists, merchants, and others conversant with trade requirements. With a view to securing uniformity throughout Australia, the regulations have been standardised so far as the divergence of the laws of the various States will permit.

Under the Pure Food Act the sale or exhibition for sale of food which is adulterated or described falsely is prohibited, and packages must be labelled with the true description and weight of the contents and the name of the maker or vendor.

The Commonwealth Department of Trade and Customs exercises supervision in regard to the composition and labelling of food and of drugs imported into Australia.

The Weights and Measures Act affords protection to the public from dishonesty in regard to the measurement of food in the course of distribution. It prescribes that traders' weighing and measuring appliances must be kept to a specified degree of accuracy and be submitted periodically to the Weights and Measures Office for verification, and that purchasers must receive full weight and measure.

The standard weights and measures of the United Kingdom have been adopted. It is a general rule that articles sold by weight must be sold by avoirdupois weight. The exceptions are as follow:—Precious metals, by troy weight; precious stones, by metric carat; drugs, retail, by apothecaries' weight. Sales by retail must be according to net weight or measure, and the practice of selling certain vegetables—*e.g.*, green peas in the pod—and other commodities by measure of capacity has been prohibited by regulation.

Special provision has been made to prevent fraud in respect of the weighing of coal and firewood. In the metropolitan and Parramatta police districts, and in other districts as proclaimed, coal and firewood must be sold by weight, though in case of quantities exceeding 5 cwt. they may be sold otherwise, with the written consent of the purchaser. Persons delivering coal or firewood are required under the regulations to carry weighing instruments, and,

if requested by the purchaser, to check the weight of the goods delivered. Commodities for sale in packages must have the net weight or measure stamped thereon.

Weights and Measures Offices have been established in Sydney and in Newcastle, and the police act as inspectors to enforce the provisions of the Act in other districts.

The weight of bread is regulated under the provisions of the Bread Act of 1901. The standard loaves weigh 1 lb., 2 lb., and 4 lb. Operations under the Act are subject to limitation, as the result of legal decisions that the existing law does not authorise the inspection of bread in the course of delivery, and that an inspector may enter a bakehouse between the hours of sunrise and sunset only.

In the matter of distribution of food supplies, the local governing authorities in the incorporated areas of New South Wales are authorised to establish public markets and to regulate the hawking and peddling of food commodities within the area of their jurisdiction.

The Sydney Municipal Council has established large markets in the city for vegetables, farm produce, fish, and poultry, the area and cost being as follows :—

Market.	Floor Space.	Cost of Market.	Market.	Floor Space.	Cost of Market.
	sq. ft.	£		sq. ft.	£
Vegetable ...	95,560	127,000	Fish ...	47,517	49,000
Produce ...	45,300	48,300	Poultry ...	12,200	27,500
Fruit ...	143,000	119,500			

Cold storage works have been constructed in the market area immediately adjoining the fruit markets. They are equipped with chilling and freezing rooms for the storage of fruit, dairy and farm produce, mutton and rabbits, and their cost was £99,000. The total storage capacity of the chambers, excluding passages and grading rooms, is 252,687 cubic feet. Provision is made to supply power for an ice-making plant, also for a further addition of cooling space as may become necessary.

Outside the city area the local governing bodies have made little use of their powers in relation to the establishment of markets. During the recent period of rapidly rising prices public attention was directed towards the possibility of reducing the retail prices of goods by bringing the consumer into direct communication with the producer, thus eliminating excessive charges for distribution. As a result of the movement, a number of municipal markets were opened, but in the majority of cases the expenditure was small and there appears to have been little preliminary organisation. Consequently public interest waned as the general level of prices began to fall, and many of the markets were discontinued. Details relating to the markets were published in the 1921 issue of the "Year Book."

CONSUMPTION OF FOOD.

On the 13th September, 1910, the system of keeping records of interstate trade ceased, so that it became difficult to determine accurately the quantity of commodities consumed within the State. In view, however, of the special interest attached to the question of food consumption, particularly in relation to the cost of living, efforts have been made since 1916 to obtain the needed information from other sources, and in spite of the absence

of official records of interstate trade, the following estimates are published with a large degree of confidence as indicating the consumption of the more important articles of diet.

In order to show the changes of regimen, the information is shown as at ten-year intervals since 1901. In regard to 1911 it has been assumed that the consumption of all the commodities except meat was the same as the average of the three years, 1907-09. The quotations for 1921 and 1924 relate to the twelve months ended 30th June:—

Commodity.	Unit.	Consumption per head per annum.				Commodity.	Unit.	Consumption per head per annum.			
		1901.	1911.	1921.	1924.			1901.	1911.	1921.	1924.
Meat—						Bread	2-lb. loaf.	105.0	102.0	99.0	96.0
Beef	lb.	134.4	150.9	94.0	126.1	Rice	lb.	9.7	8.2	4.8	6.6
Mutton	lb.	90.7	101.3	66.1	59.9	Sago, Tapioca	lb.	1.9	2.0	1.8	1.8
Pork	lb.	4.6	5.0	2.3	3.7	Oatmeal	lb.	7.0	7.6	4.9	5.0
Bacon, Ham	lb.	9.0	10.7	8.4	11.1	Sugar	lb.	107.8	103.8	102.2	107.4
Total Meat	lb.	238.7	267.9	170.8	203.8	Jam	lb.	14.2	15.7	11.4	9.7
Fish—						Butter	lb.	19.6	26.1	27.8	31.4
Fresh, Smoked	lb.	4.8	6.4	10.9	9.2	Cheese	lb.	3.7	3.5	3.4	3.3
Preserved	lb.	4.7	4.3	2.8	3.8	Milk—					
Total Fish	lb.	9.5	10.7	13.7	13.0	Fresh	gal.	16.4	17.4	19.6	20.9
Potatoes	lb.	197.7	181.0	104.9	124.7	Preserved	lb.	3.5	4.4	5.9	6.4
Flour	lb.	244.4	223.4	211.2	203.3	Tea	lb.	7.9	7.3	8.1	7.8
						Coffee and Chicory	oz.	13.3	11.0	10.9	13.0

In estimating the consumption of potatoes, the quantities produced on holdings which are less than one acre in extent, and in market gardens, have not been taken into account, as particulars relating to such quantities are not recorded. The potatoes used for seed are excluded. The consumption of fresh fish, as estimated above, is exclusive of the catches of private fishermen, and of a proportion of the fish caught by licensed fishermen and sold to consumers in the immediate vicinity of the fishing grounds. The figures relating to the consumption of sugar include the sugar contents of golden syrup and treacle. The consumption of fresh milk is exclusive of the quantities recorded as being consumed in the form of sweet cream or used in the manufacture of ice-cream.

From the table shown above, it will be seen that there was a marked decline in the average consumption of many important food commodities in 1921, as compared with the consumption ten years earlier, the decline being greatest in respect of meat, potatoes, and cereal foods. This may be attributed to the severe drought of 1914-15 and the rise in prices and other abnormal conditions of the period following the outbreak of war. In the year 1920-21 food was very dear, the general level of retail prices in Sydney being twice that of the year 1911. Moreover, industrial and commercial interests were undergoing a period of deflation following the post war boom, and these conditions necessitated the exercise of economy in respect of all classes of expenditure. Since 1921 there has been an appreciable increase in the average consumption of food, notably meat, potatoes, and butter, but the consumption per head of all the commodities except fish, sugar, dairy products, tea, and coffee remains below the average of the year 1911.

Meat.

The quantity of meat consumed is large, though it is lower than in the years prior to 1914-15, when the combined effects of drought and war caused a decrease in supplies and a phenomenal rise in prices. Approximately one-third of the meat sold for consumption is bone and waste, and there is little doubt that more economy is exercised now in the use of meat than in earlier

years when its cheapness caused a wasteful consumption. Therefore the actual decline in consumption has been less than is indicated by the figures in the following statement, which shows the average annual consumption per head of the various kinds of meat at intervals since 1901:—

Year.	Beef and Veal.	Mutton and Lamb.	Pork.	Bacon and Ham.	Total.
	lb.	lb.	lb.	lb.	lb.
1901	134.4	90.7	4.6	9.0	238.7
1906	140.5	89.8	4.2	9.2	243.7
1911	150.9	101.3	5.0	10.7	267.9
1915-16	97.5	72.2	2.0	7.9	179.6
1916-17	93.6	68.8	3.5	9.5	175.4
1917-18	83.9	61.6	3.9	10.0	159.4
1918-19	79.9	66.7	6.3	8.3	161.2
1919-20	90.8	68.1	2.7	8.6	170.2
1920-21	94.0	66.1	2.3	8.4	170.8
1921-22	112.6	86.1	4.4	10.2	213.3
1922-23	123.0	78.3	4.2	9.7	215.2
1923-24	126.1	59.9	3.7	11.1	200.8

The consumption per head was lowest in 1917-18, viz., 159.4 lb., as compared with 267.9 lb. in 1911. In that year meat was dear and rates of wages were not keeping pace with the upward movement of prices. Moreover large numbers of men were abroad on war service, so that the proportion of women and children in the State was greater than in pre-war years. In 1923-24 the average consumption was 41.4 lb. higher than in 1917-18, and 67.1 lb. less than in 1911.

As a general rule fluctuations in the average consumption are the result of variations in prices, but the consumption showed an upward tendency during the two years ended June, 1921, notwithstanding a rise in prices. This was due probably to an increase in the spending capacity of the people, owing to higher rates of effective wages. In 1921-22 the retail prices were, on an average, 30 per cent lower than in the previous year, and there was an increase of 25 per cent. in the quantity consumed. During 1922-23 prices of meat were fairly constant at a level somewhat higher than in the previous year. In May, 1923, however, the pastoral areas, which had been affected by dry weather in the earlier months of the year, received beneficial rains, and graziers began to restock their holdings. Consequently market supplies of live-stock for slaughter became so scarce that prices of meat rose steeply, and it became necessary to augment the local supply with meat which had been frozen for shipment abroad. The shortage lasted for about four months. On the average, retail prices of meat in 1923-24 were 22 per cent. higher than in the preceding year, and the consumption was 8 per cent. lower.

The movement in the average retail prices of meat (including bacon and ham), and in the consumption per head of population are illustrated in the following table of index numbers, the average for the year 1901 being taken as 100 in each case.

Year.	Average Retail Price of meat.	Average Annual Con- sumption of meat.	Year.	Average Retail Price of meat.	Average Annual Con- sumption of meat.
1901	100	100	1918-19	223	68
1906	101	102	1919-20	242	71
1911	101	112	1920-21	248	72
1915-16	223	75	1921-22	174	89
1916-17	227	73	1922-23	180	90
1917-18	238	67	1923-24	219	84

It is noticeable in regard to the consumption of meat in New South Wales that there is a preference for beef, though it is usually dearer than mutton. This preference has become more marked during the last five years owing to the fact that the difference between the prices of beef and of mutton has diminished. The demand for beef for oversea shipment has declined, leaving larger supplies for local consumption, while the high price of wool has rendered sheep more valuable, and, as far as seasonal conditions allow, the graziers retain their flocks for breeding and for wool-growing.

The following statement shows the average retail prices in Sydney of each kind of meat. The averages are based on the same data as to prices and weights as those used for the compilation of the index numbers of retail prices of food which are shown elsewhere in this chapter.

Year.	Average Retail Prices per lb.			
	Beef.	Mutton.	Pork.	Bacon.
	d.	d.	d.	d.
1911	4.1	3.2	8.1	9.6
1915-16	10.1	7.3	12.1	15.2
1916-17	9.7	8.0	12.9	14.7
1917-18	10.2	8.5	14.4	14.5
1918-19	9.7	7.9	13.4	15.4
1919-20	10.2	8.2	15.2	19.3
1920-21	9.9	8.3	18.3	22.6
1921-22	6.6	5.8	14.5	18.0
1922-23	6.8	6.2	12.8	17.9
1923-24	8.2	8.1	15.1	18.9

In 1919-20 when the average price of beef was 10.2d. per lb., and of mutton 8.2d., the average consumption of beef was 91 lb. per head, and of mutton 68 lb. In 1923-24 the prices were practically equal, being slightly over 8d. per lb., and the consumption of beef rose to 126 lb. per head while that of mutton fell below 60 lb.

The decline in the consumption of meat has not apparently been counter-balanced by an increase in the consumption of fish, which as a food is inferior in every respect. It is, however, very probable that it has been offset to some extent by a growing consumption of rabbits. The local consumption of this type of food is difficult to ascertain, but it is much greater now than in the early years under review.

It is probable also that the diminution in the consumption of meat, has been made good partially by an increased consumption of eggs. The number of eggs, however, used as food, either directly or as ingredients in cakes, pastry, puddings, etc., cannot be ascertained accurately.

The slaughter of stock and the sale of meat in the county of Cumberland, which contains the metropolitan area, are under the control of the Metropolitan Meat Industry Board, which consists of three members.

In the Newcastle district, *i.e.*, within a radius of 14 miles from the Newcastle Post Office, slaughtering and inspection are controlled by the Newcastle District Abattoir Board. Outside the county of Cumberland and the Newcastle district, slaughtering is done at private abattoirs, which are subject to inspection by officers appointed by the local authorities and by the Board of Health.

The abattoirs controlled by the Metropolitan Meat Industry Board are situated at Homebush Bay in proximity to the stock saleyards. The carcase butchers purchase stock on the hoof, supply the labour for slaughtering and

pay abattoir fees at fixed charges per head of stock treated. Meat for the metropolitan market is killed during the day and placed in a chill room until midnight when it is despatched by rail to the city for sale to the retail butchers. A distributing depot is situated within the city area on the Darling Harbour railway line, and it has a capacity to accommodate 6,000 carcasses of mutton and 600 carcasses of beef.

An estimate of the number of livestock (cattle, sheep, and pigs) required for food in New South Wales in various years since 1901 is shown in the following statement:—

Year.	Bullocks and Cows.	Calves.	Sheep and Lambs.	Pigs.
1901	297,200	18,500	2,717,400	264,900
1911	412,300	54,500	4,063,500	335,400
1915-16	331,200	30,300	3,353,500	234,600
1916-17	304,700	36,800	2,941,600	304,800
1917-18	277,600	28,500	2,436,400	335,400
1918-19	311,900	49,000	2,975,600	375,900
1919-20	401,600	74,000	3,514,200	286,100
1920-21	404,400	78,300	3,483,500	247,600
1921-22	470,800	94,500	4,099,700	352,900
1922-23	557,300	116,500	4,072,800	363,700
1923-24	572,800	122,000	3,046,400	379,900

The figures differ from those published elsewhere in this volume showing the animals killed in slaughtering establishments, as the latter include animals slaughtered for export and those treated in boiling-down works. Moreover, the number of pigs shown in the table is larger than the number slaughtered in New South Wales in some years, when the production of bacon was not sufficient for local requirements.

Further particulars relating to meat are published in the chapter of this volume entitled "Pastoral Industry."

Fish.

The quantity of fish consumed in New South Wales in 1924, representing only 13 lb. per head, viz., fresh and smoked 9·2 lb. and preserved 3·8 lb.

The seaboard waters contain large supplies of edible fish, but owing to the climatic conditions it is difficult to devise an effective method of distributing fresh fish to private consumers, and it is not probable that fish will become a popular food throughout the State until this difficulty has been overcome. Under existing conditions the bulk of the fresh fish is consumed in the metropolitan district, where facilities for marketing are available.

The State Trawling Industry was initiated in 1915, with the object of developing the deep-sea fisheries in order to provide a regular supply of cheap fish. The undertaking proved unprofitable and it ceased operations in February, 1923. The State fish shops, in which the bulk of the fish was sold to the consumers, have been closed.

Private fishermen conduct operations mainly in the river estuaries and coastal lakes and inlets, and consign their catches to agents in Sydney.

The Sydney Corporation (Fish Markets) Act, passed in November, 1922, prescribed that in a defined area, which embraces the metropolitan and extra-metropolitan districts, fish may not be sold by auction except in public markets under the control of the council of a municipality or shire, and no person, except the original owner, may sell fish by wholesale unless it has been sold previously in a municipal market. The effect of the Act is to centralise the marketing of fish in Sydney in the Municipal Market, where

the sales are conducted by licensed agents. The Co-operative Fish Exchange, formerly a private concern, was acquired by the City Council and was closed in January, 1923.

Regulations under the Fisheries Act require that all fish sold in the fish market or by wholesale dealers must be sold by weight.

Bread, Flour, and Cereal Foods.

Such food commodities as bread and potatoes were of greater importance in the usual family dietary in early years than at the present time, when a variety of vegetables and other foods are obtainable readily.

The average consumption of bread in 1924, is estimated to have been about 96 loaves (2 lb.) per head. A decline from 102 loaves in 1911, to 96 in 1917, is attributed to the introduction of day-baking, as the bread was comparatively stale when delivered on the day after it was baked. Subsequently the hours of baking were adjusted and as fresher bread became available the consumption increased to 99 loaves in 1920. When the consumption of meat increased in 1921-22 there was apparently a reduction in the quantity of bread consumed, and it dropped back to the level of 1917.

The supply of bread is sold for the most part by the bakers direct to the consumers. Baking between the hours of 8 p.m. and 6 a.m. was prohibited in 1919, also baking on Sunday. The prohibition was repealed by the Bread (Amendment) Act which was passed in November, 1923. In the following month the Court of Industrial Arbitration, in renewing awards for bakers, allowed employers the alternative of starting either at 6.30 a.m., as fixed by the previous award, or at midnight. If baking is commenced at midnight the bakers must be paid higher rates of wages, e.g., in the county of Cumberland, £1 per week extra.

Before the prohibition of night-baking practically all the bread was delivered at the consumers' houses, but the practice became less common when the bread could not be delivered on the day of baking, and customers began to buy at the shops in order to obtain fresher and cheaper supplies.

The price of bread in Sydney is fixed by the Master Bakers' Association with relation to the price of flour, which is fixed ordinarily by an association of millers. During the war period—except during the months March to August, 1919—the prices of bread and flour were determined by Government proclamation.

The variations in the price of bread in Sydney since 1911 are shown below in conjunction with the price of flour, at the time when the price of bread was altered. The prices in 1901 and 1906 are given also for the purpose of comparison. The prices stated are for delivery and weekly payments. In recent years the price has been ½d. per loaf less for cash over the counter.

Date.	Price of 2-lb. Loaf.	Cost of Flour per ton.	Date.	Price of 2-lb. Loaf.	Cost of Flour per ton.
	d.	£ s. d.		d.	£ s. d.
1901... ..	2½	6 15 0	1919—December ..	4½	11 17 6
1906... ..	3	9 0 0	1920—January ...	5	12 15 0
1911... ..	3½	8 15 0	February 2...	5½	16 7 6
1912—May ...	3½	9 15 0	„ 9...	6½	19 2 6
1914—December ...	4	11 17 6	December ...	6½	19 12 6
1915—July ...	5	17 5 0	1921—September ...	6½	20 17 6
October ...	4	11 17 6	December ...	5	11 15 0
1916—March ...	3¾	11 5 0	1924—July ...	5½	13 0 0
1917—June ...	4	11 0 0	October ...	5½	15 5 0
1919—March ...	4½	11 0 0	1925—January ...	5½	15 15 0
October ...	4½	11 15 0			

There were successive increases of ½d. per loaf in the price of bread in July and October, 1924, and in January, 1925.

The consumption of flour is stated at 203·3 lb. per head, including 159,000 tons, or 144 lb. per head, used for bread. In factories where biscuits are made for local consumption and for export 12,784 tons of flour, or 11·5 lb. per head, were used, but the quantity used by pastrycooks is not available. Exclusive of the quantity used for bread, biscuits, etc., it is estimated that the average household consumption of flour by a family of five persons is about 4 lb. per week, or 42 lb. per head per annum.

The consumption of oatmeal since 1911 has declined, probably on account of an increased consumption of other breakfast foods. The consumption of sago and tapioca shows but slight alteration, and the quantity of rice has decreased from 9·7 lb. to 6·6 lb. per head. Rice is imported mainly from China and India, and dressed locally by a mechanical process.

Butter, Cheese, and Milk.

Butter is an article of diet in general consumption throughout New South Wales, the local product being choice in quality and more than sufficient in quantity to supply the demand. The consumption of cheese is small, the average being 3½ lb. per head per annum, and it varies very little from year to year.

The quantity of fresh milk consumed is about 21 gallons per head per annum, or less than half-a-pint per day, which is far below the quantity which is considered essential to the well-being of the community. Medical opinion holds that infants should consume 1½ pints a day and older children at least a pint. For other persons, also, milk is one of the most valuable articles of diet, and it is desirable that the supply should be of good quality, plentiful, and available at a low price to enable families to consume it in sufficient quantities. On account of its liability to deteriorate rapidly and to become contaminated, it is difficult, in a warm climate, to ensure the high standard of quality which is required for health reasons, and the difficulty increases with the distance between the place of production and the locality in which it is consumed.

The conditions under which milk and other dairy products are produced and distributed for human consumption are subject to regulation under the Dairies Supervision Act of 1901—a consolidating measure which replaced a statute passed in 1886—and under the Pure Food Act of 1908, and the Dairy Industry Act of 1915.

Since the Dairies Supervision Act became law in 1886 there has been a marked improvement in the condition of dairies, and the provisions have been an important factor in effecting an improvement in the death-rates in respect of preventable diseases. The Act prescribes the registration of all dairymen and milk vendors, and of dairy premises. The duties of registration and of inspection are vested in the local authorities, and the administration of the Act is supervised by a staff of inspectors attached to the Board of Health. Dairy premises are open to inspection at all reasonable times.

As at 31st December, 1924, there were 21,604 registered dairymen in the State, and the cattle in their dairy herds numbered 1,013,476. There were also 3,942 registered milk-vendors. In the metropolitan district there were 535 registered dairymen, with 12,348 cattle, and 3,223 registered milk-vendors.

The standard for milk is fixed by regulation under the Pure Food Act, which prescribes that it must be normal, clean and sweet, and taken from a cow which is healthy, fed properly and milked regularly. It must contain 8·5 per cent. of solids, not fat, and 3·2 per cent of milk fat, and must be free from any added substance. During 1924 inspectors collected 15,962 samples

of milk, and 511 or 3·2 per cent. were found to be below standard. Prosecutions were instituted in 210 cases, and penalties in fines and costs amounting to £985 were imposed.

The Dairy Industry Act is applied generally to the manufacture of butter, etc., in factories, and its provisions are stated in the chapter relating to the dairying industry.

About one-third of the milk supply of Sydney is derived from dairies within the metropolitan area and the balance from country districts, viz., the South Coast district between Wollongong and Nowra, the districts traversed by the Main Southern Railway between Liverpool and Moss Vale, the Penrith, Windsor, and Richmond Districts, the districts around Singleton and Brantton on the Northern Railway line, and those in the neighbourhood of Dungog and Taree on the North Coast line.

The milk from the metropolitan dairies is distributed directly to the consumers who receive it within a few hours of milking, but the proportion of the supply from this source has decreased considerably, as the pressure of population and the demand for residential sites has caused the land used formerly for dairying to be diverted to other uses.

The milk from the country is handled for the most part by four distributing companies, who take delivery from the producers at country railway stations. The time occupied by the journey from the most distant stations is about ten hours, the average time between milking and arrival in Sydney being between sixteen and twenty-four hours. The country milk is pasteurised before distribution, and in 1923-4 the companies distributed nearly 15,300,000 gallons of pasteurised milk in the metropolitan districts.

The prices of milk in Sydney have been doubled since 1901, as indicated in the following statement, which shows the wholesale price paid by the distributing companies to the farmer for milk delivered on trucks at country railway stations, and the retail price charged to the householder for country milk, and for fresh milk from the Metropolitan dairies. The prices were subject to Government control between 1915 and 1922:—

Year.	Wholesale.	Retail.		Year.	Wholesale.	Retail.	
		Country.	Fresh.			Country.	Fresh.
	per gal.	per qt.	per qt.		per gal.	per qt.	per qt.
	d. d.	d.	d.		d. d.	d.	d.
1901	6 to 7	4	4-5	1919	15½ „ 21½	5½-7½	6-9
1906	6 „ 7	4	4	1920	14 „ 18	7½-8½	8-10
1911	6 „ 9	4-5	5	1921	13 „ 17	7½-8½	8½-10
1916	8 „ 12	5-5½	6	1922	13 „ 15	7½-8	8½-9
1917	10 „ 12	5½	6	1923	13 „ 17	8-8½	9
1918	10 „ 15½	5½-6	6	1924	13 „ 15	7½-8	8½-9

The retail price of country milk was reduced from 8½d. to 8d. per quart in August, 1923, and to 7½d. in June, 1924. The price usually charged for local milk ranges from 8½d. to 9d. per quart. The wholesale price was reduced from 1s. 5d. to 1s. 3d. per gallon in August, 1923, and to 1s. 1d. in June, 1924.

Sugar and Jam.

The quantity of sugar consumed (107·4 lb. per head) appears high, but the average consumption, as estimated, includes the quantities used in the manufacture of products such as jam and biscuits, of which a proportion is exported. The records of the manufacturing industry in 1923-24 show that 6,642 tons of sugar (6·7 lb. per head) were used for jam and canned fruit; 3,203 tons (3·3 lb. per head) for biscuits; 4,993 tons (5·1 lb. per head) in

breweries; 3,253 tons (3·3 lb. per head) in aerated water factories; 8,425 tons (8·5 lb. per head) in making confectionery; and 1,322 tons (1·3 lb. per head) in making condiments, pickles and sauces.

The average household consumption of sugar is estimated at 6 lb. per week for a family of five persons, or 62 lb. per head per annum.

In normal seasons sugar is produced in New South Wales and Queensland in sufficient quantity to supply local requirements. In 1915, however, a shortage occurred, and in view of war conditions, the Commonwealth Government assumed control of the supply and made arrangements for importation, when necessary, and for the distribution of the total supply at fixed prices. Government control ceased in June, 1923, but an embargo has been placed upon the importation of sugar grown by black labour.

The prices for refined sugar were fixed in July, 1915, at £25 10s. per ton wholesale, and 3d. per lb. retail; in January, 1916, wholesale £29 5s. per ton, retail 3½d. per lb.; in April, 1920, wholesale £49 per ton, and retail 6d. per lb.; in November, 1922, the wholesale price was reduced to £42 per ton, and the retail to 5d. per lb. In October, 1923, the retail price of sugar in Sydney was reduced to 4½d. per lb. and the wholesale to £37 11s. per ton. During 1924 the average price of sugar in the metropolitan shops was 4½d. per lb.

Jams and preserved fruit are manufactured in Australia in larger quantities than the local demand can absorb. During the war there was a great expansion in production for export, but increases in prices led to a shrinkage in the local consumption of the factory-made article, though it encouraged home production, of which records are not available.

Tea and Coffee.

Tea enters largely into consumption among all classes, the average annual consumption being 7·8 lb. per head. Of coffee, on the other hand, the average was only 13 oz. per head. The consumption per head of tea has declined by nearly 1 lb. during the last two years.

The tea consumed in New South Wales is imported mainly from Ceylon and Netherlands East Indies. During the three years ended June, 1924, the Netherlands East Indies furnished about 58 per cent. of the total importations; 31 per cent. was imported from Ceylon, 5 per cent. from India, and 5 per cent. from China. The figures for the three pre-war years, 1911-13, were:—Netherlands East Indies, 13 per cent.; Ceylon, 58 per cent.; India, 20 per cent., and China, 9 per cent. The great bulk of the coffee is imported from the Netherlands East Indies and India. The importation from the Dutch territories has increased considerably since 1913.

Vegetables and Fruit.

The potato is the chief article of diet in the vegetable group, but it is subject to great fluctuations in supplies and in prices, and the consumption varies accordingly. Local production is inadequate, and large quantities are imported from Victoria and Tasmania. Imported potatoes are sold by private treaty on the wharf shortly after arrival, the wholesale prices being fixed by arrangement between the sellers. Locally-grown potatoes are sold by auction in the railway yards. In 1911 the average retail price of potatoes in Sydney was 12½d. per 14 lb., and the consumption per head was 181 lb. In 1919 and 1920 potatoes were scarce and dear and the consumption declined in a marked degree. In 1924 the average price was 1s. 7½d. and the consumption about 125 lb. per head.

Onions are imported in large quantities from Victoria. Other vegetables are obtained chiefly from local sources, the Sydney supplies being marketed at the City Council's market, where the growers sell their produce by private treaty.

The fruit supply is derived mainly from the local orchards, and from Victoria, Tasmania, and Queensland. From November or December to February or March the supply is for the most part grown locally. From March to October the market for all fruits, except citrus, is supplied chiefly from the other States, and from May to December local supplies of citrus fruits are available. Prior to the war bananas were imported in large quantities from Fiji, but in recent years the Tweed River district of New South Wales and the State of Queensland have become the chief sources of supply. The industry in Australia is protected by a duty of 1d. per lb.

In Sydney there are two fruit markets, viz., the Fruit Exchange, conducted by a private company, and the City Market, controlled by the City Council. Market sales are conducted generally by private treaty. The majority of the country and interstate distributors operate in the Fruit Exchange, which is exclusively a wholesale market. In the City Market, which has direct connection with the main railway system, a considerable amount of retail as well as wholesale trade is transacted, half the space being reserved for the use of growers, and the remainder let to agents.

On account of the numerous varieties and grades of fruit and vegetables it is extremely difficult to ascertain satisfactory average retail prices, and on account of the large quantities grown in home gardens, it is, if anything, more difficult to estimate the local consumption. Moreover, details are not available regarding the production of the different kinds of vegetables in market gardens, the figures being included under a general heading.

Information relating to the wholesale prices of potatoes and of onions is shown in the chapter relating to agriculture, and the following statement shows, in regard to a few other varieties, the average wholesale prices in Sydney during the last seven years:—

Fruit and Vegetables.	1918.	1919.	1920.	1921.	1922.	1923.	1924.
Apples, per bushel ..	8s. to 11s.	10s. to 15s.	9s. to 12s.	11s.	12s.	12s.	12s.
" cooking, per bushel ..	8s.	10s.	10s.	8s.	9s. 6d.	9s.	9s.
Oranges, per bushel ..	7s. to 14s.	10s. to 17s.	9s. to 15s.	14s.	10s. 6d.	11s.	11s.
Mandarins ..	11s.	13s.	12s.	9s.	11s.	10s. 6d.	11s.
Pears ..	12s.	13s.	12s.	11s.	13s. 6d.	14s.	12s. 6d.
Passion Fruit, per ½ bushel ..	10s.	10s. 6d.	11s.	12s.	15s. 6d.	13s.	14s.
Bananas, per ½ bushel ..	18s.	23s.	2fcs.	18s.	22s. 6d.	28s.	23s.
Pineapples ..	9s. 6d.	12s.	14s.	12s.	14s.	12s. 6d.	13s.
Cabbages, per doz. ..	7s. 6d.	10s.	10s.	7s. 6d.	12s.	11s.	10s.
Cauliflowers ..	8s. 6d.	11s. 6d.	12s. 6d.	14s. 6d.	13s. 6d.	12s. 6d.	13s. 6d.
Peas, per bushel ..	9s. 6d.	11s.	11s. 6d.	12s.	12s.	12s.	12s. 6d.
Beans ..	5s. 6d.	8s.	8s. 6d.	7s. 6d.	9s.	10s.	9s.

WHOLESALE PRICES.

Information relating to wholesale prices in Sydney is published in detail in the "New South Wales Statistical Register." The average prices in each year from 1901 to 1920 are published in the issue for 1919-20, and the monthly averages in later years are shown in subsequent issues.

From the prices of 100 commodities, which include the majority of items of importance in the economic life of the State, the index numbers shown in the following tables have been compiled to show the movement in wholesale prices in Sydney since 1901. The commodities have been arranged in eight groups, and each commodity has been weighted according to the average annual consumption in New South Wales during the three years 1911-1913.

Further details relating to the composition of the index numbers of wholesale prices are stated in the 1919 and 1920 issues of the Year Book, e.g., the grade of the articles or commodities included, the source of information as to prices, and the weights applied.

The wholesale price index numbers in various years since 1901 are shown in the following statements. The numbers for intervening years not included in the tables are published in the 1921 issue of the Year Book. The prices in the year 1911 have been used as a base, and called 1,000.

The index numbers of each group and of all groups combined are as follows; the indexes are not comparable between groups, except to illustrate the respective changes in price:—

Year.	I. Agricultural Produce.	II. Groceries	III. Wool, Cotton, Leather, Jute.	IV. Metals and Coal.	V. Building Materials	VI. Meat.	VII. Dairy Produce.	VIII. Chemicals.	All Commodities.*
1901	834	949	737	1001	745	1222	963	977	904
1906	929	960	937	996	806	1163	933	951	955
1911	1000	1000	1000	1000	1000	1000	1000	1000	1000
1912	1339	1036	968	1001	1079	1323	1133	980	1129
1913	1069	1033	1043	1039	1107	1379	1093	1033	1092
1914	1135	1016	1009	1079	1105	1669	1128	1220	1137
1915	1648	1099	976	1270	1137	2596	1349	1426	1401
1916	1163	1245	1367	1725	1241	2896	1380	1617	1489
1917	1127	1298	2093	2353	1421	3007	1410	1956	1727
1918	1377	1405	2614	2740	1685	2618	1487	2605	1933
1919	1930	1492	2501	2454	1879	2873	1718	2089	2090
1920	2420	1914	3079	2602	2415	3113	2236	2301	2503
1921	1750	1941	1471	2511	2259	1921	2020	1863	1956
1922	1638	1859	1628	2164	2074	1513	1735	1668	1800
1923	1720	1754	2061	2131	1994	2121	1939	1531	1925
1924	1475	1676	2408	2127	1985	2039	1671	1493	1874

* Weighted average.

Prices were at the lowest point at the beginning of the period under review, and with some fluctuation they rose slowly until 1911. Subsequently the upward movement was almost constant until 1920, when the index number was 150 per cent. higher than in 1911. The greatest increases were 23 per cent. in 1915, 16 per cent. in 1917, and 20 per cent. in 1920. In 1921 there was a decrease of 22 per cent., a marked drop having taken place in several groups, viz., wool, cotton, etc., 52 per cent., meat 38 per cent. and agricultural produce 28 per cent. In 1922 there was a further decrease of 8 per cent., and the index numbers were lower in all the groups except wool, etc., which rose by 11 per cent. Meat prices were reduced, on an average, by 21 per cent., metals and dairy produce by 14 per cent., and chemicals by 10 per cent., with smaller reductions in the other groups.

In 1923 there was a rise in the general level of wholesale prices amounting to 7 per cent. The upward movement was greatest in respect of meat, which rose by 40 per cent., and in the textile group, where there was an increase of 27 per cent. Other classes with higher price levels than in the previous year were dairy produce, 12 per cent., and agricultural produce 5 per cent. higher. In four classes there were decreases ranging from 8 per cent. in chemicals to 2 per cent. in metals and coal. Groceries were lower by 6 per cent. and building materials by 4 per cent.

In 1924 the wholesale price index number declined by 3½ per cent. The textile group alone showed an increase, which amounted to 17 per cent. Agricultural produce and dairy produce declined by 14 per cent., and

groceries and meat by 4 per cent. Chemicals were 3 per cent. cheaper; and the index numbers of minerals and of building materials were practically the same as in the previous year.

The general level of wholesale prices reached the maximum in July, 1920, viz., 170 per cent. higher than in the year 1911; then the index number dropped steadily until February, 1922, when it was 36 per cent. lower. Then a slow upward tendency became apparent, and it continued with some irregularities, due mainly to seasonal variations, until July, 1923, when the index number was 104 per cent. higher than in the year 1911. In 1924 the monthly index numbers showed a downward tendency, with some fluctuations. The lowest point was reached in September then the prices of agricultural produce and meat moved to a higher level, counteracting reductions in the prices of building materials, dairy produce, and chemicals.

The movement month by month may be gauged from the following table, which gives the monthly index numbers for each group since January, 1924:—

Month.	I. Agricultural Produce.	II. Groceries	III. Wool, Cotton, Leather, Jute.	IV. Metals and Coal.	V. Building Materials	VI. Meat.	VII. Dairy Produce.	VIII. Chemicals.	All Commodities.
1924.									
January ..	1594	1674	2384	2143	2017	2362	1825	1537	1949
February ...	1537	1676	2368	2147	2020	2275	1743	1537	1918
March	1417	1673	2306	2151	2021	2193	1720	1514	1873
April	1393	1675	2418	2136	2000	1990	1706	1523	1859
May	1429	1679	2439	2132	1988	1859	1842	1533	1869
June	1443	1677	2513	2115	1987	1922	1720	1539	1875
July ...	1434	1675	2460	2117	1988	1779	1735	1537	1852
August ...	1509	1677	2631	2123	1979	1863	1617	1519	1890
September ...	1438	1677	2275	2115	1979	1918	1614	1507	1827
October ...	1395	1676	2441	2102	1979	2004	1575	1392	1843
November ...	1510	1680	2365	2122	1946	2127	1489	1392	1860
December ...	1602	1679	2299	2127	1946	2178	1463	1392	1874
1925.									
January ...	1575	1678	2331	2131	1909	2147	1419	1391	1861
February ...	1566	1676	2313	2130	1891	2124	1412	1364	1851
March	1580	1676	2338	2127	1891	2010	1547	1364	1859
April	1610	1678	2257	2105	1887	1962	1603	1364	1853
May ...	1650	1676	2047	2103	1886	2047	1695	1373	1846
June...	1630	1666	2092	2103	1901	2177	1710	1373	1862

The movement in the prices of Australian products is compared with the changes in respect of imported goods in the following statement. The prices of local products are affected to a great extent by local seasonal conditions, though the prices of such commodities as wool, wheat, and metals are practically fixed in the countries to which they are exported in large quantities:—

Year.	Australian Products.	Imported Goods.	All Com- modities.	Year.	Australian Products.	Imported Goods.	All Com- modities.
1901	903	906	904	1919	1933	2283	2090
1906	955	955	955	1920	2354	2799	2503
1911	1000	1000	1000	1921	1866	2136	1956
1916	1481	1509	1489	1922	1722	1950	1800
1917	1580	2003	1727	1923	1892	1987	1925
1918	1675	2433	1933	1924	1822	1974	1874

The increase in the prices of imported goods between 1911 and 1920 was more pronounced than the rise in prices of local products. After the end of the war prices of imported goods fell for a time, then rose again, but the upward movement of the prices of local products was continuous. The prices of both classes of commodities reached the maximum in 1920, and imported goods have declined since by 29 per cent. and Australian products by 23 per cent.

The average wholesale prices in Sydney of thirty-one commodities, which are representative of the various groups, are shown in the following statement. The quotations represent the mean of the monthly prices except in the case of wool and cotton. For the former it was not practicable to determine an average commercial price for the years when the Imperial purchase scheme was in operation, and the average import value into Great Britain of Australian wool is stated instead. For cotton Liverpool (England) prices are stated.

Commodity.	1901.	1911.	1914.	1920.	1921.	1923.	1924.
Wheat, milling Lush.	s. d. 2 8	s. d. 3 6	s. d. 4 1 ⁴	s. d. 8 7 ²	s. d. 8 7 ⁹	s. d. 5 3 ⁴	s. d. 5 5 ¹
Flour ton	126 5	169 9	183 5	370 7	336 7	223 4	257 2
Chaff, wheaten "	65 0	81 0	100 7	212 11	128 9	144 3	120 9
Hay, caten "	75 0	94 5	97 2	233 9	151 11	177 10	150 2
Potatoes "	101 10	111 5	94 7	216 3	119 0	229 3	126 10
Sugar "	442 5	437 6	430 10	881 3	980 0	822 10	751 11
Tobacco, dark plug .. lb	4 0	5 0	5 0	7 8 ³	8 2	8 2	8 2
Tea "	1 1 ⁵	1 1 ⁵	1 1 ⁵	2 1 ⁹	2 1	2 1	2 1 ²
Soap 40 lb.	14 6	18 4	18 4	33 10 ⁵	28 9	27 6	27 6
Jam 20 "	9 6	6 10	7 10	13 3	14 5	14 1	12 2 ⁷
Kerosene 5 ¹ / ₂ gal.	6 3	7 3	7 11	20 9 ⁸	20 7 ⁸	13 0 ⁴	12 10 ⁷
Cotton lb.	0 4 ⁷	0 7	0 6 ⁴	2 1 ⁸	0 10 ⁴	1 4 ⁸	1 5 ²
Wool "	0 8 ³	0 10 ⁸	0 11 ²	2 0 ⁴	1 1 ⁵	1 7 ²	2 4 ⁷
Leather, sole "	0 9 ⁹	1 1 ⁷	1 2 ⁷	2 9 ²	1 11 ²	1 10 ⁶	1 10 ²
Woolpacks each	1 11 ⁶	2 4	3 7	6 3 ⁵	3 8 ⁶	4 0 ⁴	5 0 ⁵
Iron—Pig, local ton	84 7	78 4	81 0	165 5	182 6	146 8	146 8
Plate, girder "	269 2	233 4	268 4	706 8	666 8	383 4	280 0
Corrugated, gal... .. "	360 10	346 8	387 6	1239 7	979 2	645 0	605 8
Copper, sheet lb.	1 2	0 10 ⁵	0 11 ⁸	2 2 ⁵	2 1 ⁵	1 6	1 5 ⁷
Coal ton	11 9	13 10	14 2	26 8	30 4 ⁹	30 11	30 11
Hardwood, local (3 x 2) 100 lin. ft.	6 0	8 6	9 5 ⁵	18 0	18 0	17 0	17 3
Pine—Local (4 x 1) 100 sup. ft.	17 0	25 5	27 5	61 2	62 0	50 0	62 0
N.Z. (4 x 1) "	20 3	22 2	24 0	60 4	62 0	48 2	46 0
Oregon (2 x 2) "	12 6	15 7	18 1 ⁵	64 2	47 1	33 9	29 3
Bricks 1,000	33 6	42 0	45 0	60 9	68 0	72 4	72 6
Beef—Fores lb.	0 2 ⁴	0 1 ⁷	0 3	0 4 ⁹	0 2 ²	0 2 ⁴	0 2 ¹
Hinds "	0 3 ⁴	0 2 ⁷	0 3 ⁹	0 8 ⁵	0 5 ⁶	0 5 ³	0 4 ⁵
Mutton "	0 2 ²	0 2	0 3 ⁷	0 6 ⁷	0 4 ²	0 5 ⁶	0 5 ⁹
Butter "	0 10 ⁶	0 10 ⁶	0 11 ⁶	2 1	1 9 ⁶	1 10 ⁶	1 5 ⁷
Eggs, new laid doz.	1 3 ⁴	1 4	1 4 ⁶	2 4 ⁶	2 3 ⁸	1 9 ⁵	1 11
Cream of tartar lb.	0 10 ⁶	0 11 ²	1 8	4	2 0	1 3 ³	1 4

During 1924 there were decreases in the average prices of potatoes, chaff, hay, sugar, beef, butter, jam, kerosene, corrugated iron, and imported timber. The commodities which were dearer than in the previous year included wheat, flour, wool, woolpacks and eggs. There was no change in the average prices of tobacco, soap, local pig iron, and coal.

Comparison with Other Countries.

The following statement shows the wholesale price index numbers for various parts of the British Empire and for the United States of America, with 1913 as common base, and affords an interesting comparison of the manner in which wholesale prices have varied during recent years:—

Year.	New South Wales. (Sydney). [Bureau of Statistics.]	Victoria. (Melbourne). [Common- wealth Bureau of Census and Statistic.]	New Zealand. [Census and Statistics Office.]	Canada. [Dominion Bureau of Statistics.]	United Kingdom. [Board of Trade.]	United States of America. [Bureau of Labour.]
Number of Commodities.	100	92	140	233	150	404
1913	100	100	100	100	100	100
1920	229	228	212	243	307	226
1921	179	175	201	172	197	147
1922	165	162	178	152	159	149
1923	176	179	175	153	159	154
1924	172	173	180	155	166	150

Prices had been increasing steadily in all countries for many years before the war, and the effect of the war on prices was less marked in the countries more remote from the centre of conflict. In every case there was a general increase in prices after the cessation of hostilities. The peak was reached during 1920, and there has since been a very marked decline. As compared with the wholesale prices in 1913, the index number in 1924 was higher in Australia and New Zealand than in the United Kingdom, Canada, or the United States.

RETAIL PRICES.

The average retail prices in Sydney of various commodities, as shown in this chapter, are based on the prices charged in shops in the metropolitan district, and the annual averages represent the mean of the monthly prices during each year.

The following statement shows the averages for various years since 1901. The averages for each year from 1901 to 1920 are shown in the 1919-20 issue of the "Statistical Register of New South Wales."

The table is useful for comparative purposes in regard to the measurement of the general change in prices, but the figures do not disclose a most interesting feature in a history of prices, namely, the fluctuations during

the year, which are considerable, especially in the case of perishable produce. For such information readers are referred to the "Statistical Registers," where the average monthly prices are shown.

Commodity		1901.	1911.	1913.	1916.	1923.	1921.	1922.	1923.	1924.
		s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Bread	21b loaf	0 2 5	0 3 5	0 3 5	0 4 0	0 5 9	0 6 2	0 4 7	0 4 7	0 4 9
Flour	25lb.	1 11 0	2 9 0	2 10 0	3 6 1	6 0 4	6 1 6	4 4 1	3 11 6	4 3 1
Tea	lb.	1 3 0	1 3 5	1 3 8	1 6 1	2 4 5	1 10 7	1 1 2	2 1 8	2 3 4
Coffee and Chicory .. ..	..	1 5 0	1 5 0	1 5 5	1 6 0	2 2 6	1 11 6	1 11 2	2 0 0	2 0 7
Sugar .. ..	..	0 2 3	0 2 7	0 2 7	0 3 5	0 5 4	0 5 7	0 5 8	0 4 9	0 4 6
Rice .. ..	..	0 2 5	0 2 7	0 3 0	0 3 2	0 7 4	0 4 9	0 3 6	0 3 3	0 3 4
Sago .. ..	..	0 2 5	0 2 7	0 2 7	0 3 0	0 5 6	0 3 6	0 3 6	0 4 7	0 5 0
Jam (Australian) .. ..	..	0 4 0	0 4 4	0 5 0	0 6 0	0 9 1	0 10 0	0 10 7	0 10 1	0 9 6
Oatmeal	5 lb.	0 11 3	1 0 5	1 2 3	1 2 6	2 2 1	1 8 0	1 7 8	1 8 0	1 8 9
Raisins	lb.	0 6 2	0 6 2	0 6 4	0 7 7	0 10 7	0 11 5	0 11 6	0 10 9	0 8 7
Currants .. ..	..	0 6 6	0 7 0	0 7 2	0 9 1	0 11 0	0 11 1	0 11 2	0 9 4	0 8 4
Starch .. ..	..	0 4 0	0 5 6	0 5 4	0 6 4	0 10 2	0 9 7	0 8 5	0 8 7	0 8 6
Blue	12 squares	0 9 0	0 9 0	0 9 0	0 9 2	1 5 0	1 4 7	1 4 7	1 4 6	1 3 4
Candles	lb.	0 5 5	0 6 5	0 6 5	0 8 0	1 2 2	1 1 0	0 11 5	0 11 1	0 11 2
Soap .. ..	..	0 2 5	0 3 0	0 3 3	0 3 4	0 7 0	0 5 0	0 4 5	0 4 3	0 4 4
Potatoes	14 lb.	0 11 3	1 0 2	1 0 8	1 6 5	2 2 5	1 4 5	1 9 2	2 4 9	1 7 5
Onions	lb.	0 1 4	0 0 7	0 1 3	0 1 1	0 3 0	0 1 5	0 2 2	0 1 6	0 2 7
Kerosene	gal.	0 10 1	0 11 1	1 0 2	1 6 7	2 8 6	2 10 9	2 2 8	2 0 2	2 0 2
Milk—local	quart	0 4 5	0 5 0	0 6 0	0 6 0	0 9 6	0 8 8	0 8 8	0 9 0	0 9 0
.. country .. ..	..	0 4 0	0 4 5	0 5 2	0 5 1	0 7 9	0 7 8	0 7 8	0 8 2	0 7 7
Butter	lb.	1 0 2	1 1 7	1 1 8	1 5 3	2 4 4	2 0 7	1 10 2	2 1 8	1 8 6
Cheese .. ..	..	0 7 5	0 8 7	0 9 5	1 0 1	1 5 5	1 3 9	1 1 9	1 6 4	1 2 4
Eggs, Fresh	doz.	1 3 0	1 3 5	1 5 1	1 6 4	2 6 9	2 6 5	2 2 9	1 10 4	2 0 2
Bacon, Middle Cut	lb.	0 9 0	0 10 5	1 0 7	1 4 5	1 11 9	1 10 9	1 7 4	1 8 3	1 8 6
.. Shoulder .. ..	..	0 6 5	0 7 0	0 8 7	1 0 4	1 6 1	1 4 5	1 0 7	1 1 2	1 1 0
Ham .. ..	..	0 11 0	1 1 0	1 2 0	1 5 5	2 2 0	2 0 9	1 9 9	2 0 9	1 11 3
Beef, Sirloin .. ..	..	0 4 5	0 4 5	0 5 0	0 11 1	0 11 5	0 9 1	0 8 2	0 9 0	0 9 3
.. Ribs .. ..	..	0 3 8	0 3 8	0 4 5	0 9 5	0 9 9	0 6 7	0 5 6	0 7 0	0 6 8
.. Gravy .. ..	..	0 3 0	0 3 0	0 3 5	0 7 6	0 7 2	0 4 8	0 2 8	0 3 8	0 4 1
Steak, Rump .. ..	..	0 7 0	0 7 0	0 7 9	1 1 8	1 4 9	1 2 0	1 0 9	1 2 0	1 1 8
.. Shoulder .. ..	..	0 3 5	0 3 5	0 3 5	0 8 5	0 10 1	0 6 9	0 4 7	0 5 8	1 5 8
Beef, Corred Round .. ..	..	0 4 0	0 4 0	0 4 4	0 9 6	0 10 2	0 8 1	0 6 5	0 6 6	0 6 6
Mutton, Leg .. ..	..	0 3 2	0 3 0	0 3 3	0 7 8	0 8 8	0 6 9	0 5 9	0 7 4	0 8 1
.. Shoulder .. ..	..	0 2 8	0 2 5	0 3 1	0 6 7	0 7 2	0 5 2	0 4 1	0 5 4	0 6 1
.. Loin .. ..	..	0 3 8	0 3 8	0 4 0	0 7 9	0 9 3	0 7 6	0 6 5	0 8 4	0 9 2
.. Neck .. ..	..	0 3 2	0 3 0	0 3 5	0 7 0	0 7 4	0 5 4	0 3 6	0 4 5	0 6 1
Chops, Loin .. ..	..	0 4 2	0 4 0	0 4 7	0 9 0	0 10 5	0 8 6	0 8 5	0 10 0	0 10 8
.. Leg .. ..	..	0 3 8	0 3 8	0 4 7	0 8 6	0 10 0	0 8 1	0 7 4	0 8 7	0 9 7
.. Neck .. ..	..	0 3 2	0 3 0	0 4 0	0 7 8	0 8 3	0 6 4	0 5 5	0 6 4	0 7 1
Pork, Leg .. ..	..	0 6 2	0 7 8	0 8 5	1 0 1	1 5 4	1 3 4	1 0 7	1 1 4	1 2 3
.. Chops .. ..	..	0 6 8	0 8 5	0 9 0	1 0 1	1 6 0	1 5 8	1 2 0	1 2 4	1 3 7

The annual average of the retail prices of most food commodities reached a maximum in 1920, and prices in the following year were much lower. There were exceptions, however, and the upward movement was continued during 1921 in regard to the prices of commodities which are amongst the most important articles of diet, viz., bread, flour, sugar, jam, and milk. In 1922 the prices of nearly all the items were lower than in the previous year. Potatoes were very dear in 1923, and there was a rise in the prices of meat, dairy products, tea, coffee, sago, and starch. In 1924 potatoes, butter, cheese, sugar, jam, and dried fruits were cheaper; bread, flour, tea, oatmeal, and eggs were dearer.

HOUSE RENTS.

The average amount of rent paid by tenants of various types of houses in Sydney and Suburbs in 1901 and later years is shown below. The figures represent the average predominant rents per week paid for each class of

houses. Rents vary considerably according to locality. Position, class of building, proximity and means of speedy transport to the city, are important factors also in respect of rents in the suburbs.

Year.	Under Four Rooms.	Four Rooms.	Five Rooms.	Six Rooms.	Seven Rooms.	Over Seven Rooms.	Weighted Average.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1901	9 0	11 1	13 7	15 4	19 1	22 2	13 5
1906	9 2	11 7	14 0	16 9	19 1	22 6	13 11
1911	11 4	14 5	17 1	20 2	23 3	26 10	17 0
1916	12 3	14 8	17 11	20 6	24 6	29 8	18 11
1917	12 3	14 9	17 10	20 11	24 6	29 4	19 0
1918	12 6	15 4	18 6	21 9	24 11	29 7	19 6
1919	12 8	15 9	18 11	22 5	25 8	31 2	20 1
1920	13 10	17 8	20 8	24 3	28 4	34 3	22 1
1921	14 2	18 5	21 7	25 2	29 7	35 9	23 0
1922	15 4	19 6	22 6	26 0	31 2	36 3	24 0
1923	15 5	19 10	23 5	28 3	33 3	39 4	25 3
1924	15 8	20 2	24 10	29 10	34 7	40 5	26 4

Note.—Kitchen is included as a room.

Between 1901 and 1914 rents in Sydney and suburbs increased by nearly 50 per cent., but the war had a steadying effect, and the next three years showed a slight decrease. The operations of the Fair Rents Court in Sydney tended to keep rents from rising above pre-war level; and regulations were issued by the Commonwealth Government under the War Precautions Act, prohibiting any increase in the rent of a house occupied by a member of the Expeditionary Forces, or by a parent or female dependent of a member, except by leave of a competent Court.

In 1918, however, the rents began to increase owing to a shortage of houses, the deficiency being attributed to the practical cessation of investment building, on account of the high prices of both materials and labour. In 1920 there was a marked increase in building activities, but the supply was still short of the demand, and there was a rise of 10 per cent. in the average rental during the year. There was a further rise of 4 per cent. in each of the two following years, of 5 per cent. in 1923, and of 4 per cent. in 1924, when the average was more than 32 per cent. higher than in 1914. The increase in 1923 occurred in the earlier part of the year, and the average remained constant during the period of nine months, April to December, then the upward movement commenced again. It is estimated that at the end of the year 1924 the shortage of houses in Sydney was nearly 21,000.

Information was collected at the Census of 1921 regarding the rents paid in various localities throughout the State, and the following statement contains a summary of the particulars relating to the rentals of private dwellings (excluding tenements, flats, and boarding-houses) containing from 3 to 6 rooms and occupied by tenants at the date of the Census, 4th April, 1921:—

Districts.	Average Rental Values, 4th April, 1921.				
	Three Rooms.	Four Rooms.	Five Rooms.	Six Rooms.	Three to Six Rooms.
	s. d.	s. d.	s. d.	s. d.	s. d.
Metropolitan	12 8	17 1	20 10	24 10	19 9
Urban Provincial	10 5	12 3	14 4	16 10	13 10
Rural	8 5	9 6	11 0	12 6	10 6
Total, New South Wales ..	11 3	14 2	17 1	20	16 4

The average rental values for the very small houses in the Metropolitan district at the Census in April, 1921, were somewhat lower than the average rentals in the year 1920, as shown in the preceding table of annual averages, though rents were rising slowly at that time. The difference is due to the fact that the Census records relate to all houses in the groups specified, while the annual averages relate to the predominant rents of ordinary houses in a fair situation, and in a good state of repair, exclusive of those whose value is enhanced by reason of favourable situation, or other special circumstances, and of houses which are old or inconveniently situated. Apparently the latter description applies to a larger proportion of the very small than of the larger houses.

Cost of Building.

The increased cost of building has been an important factor in causing the upward movement in house rents. The extent of the increase is indicated in the following comparison which shows the cost of building in Sydney, in various years since 1901, a plain brick cottage with 4 rooms, kitchen, bathroom, pantry, and back and front verandahs, complete with bath, laundry fittings, gas stove, fencing, water and sewerage. No allowance has been made for the builder's profit, and the cost of the land has not been included. The comparison is based on the assumption that award rates of wages were paid and that the quantity of materials and of labour, as in the month of July, was equal in each year, except that in the five years 1921-25 the estimates are based on the prices and rates ruling in the month of June.

Year.	Cost of—			Proportion of Total Cost.		Index-number of Cost. 1911=1,000.		
	Materials.	Labour.	Total.	Materials.	Labour.	Materials.	Labour.	Total.
	£	£	£	per cent.	per cent.			
1901	181	100	281	64	36	797	833	810
1911	227	120	347	65	35	1000	1000	1000
1914	255	133	388	66	34	1123	1108	1118
1920	483	221	704	69	31	2128	1842	2029
1921	482	225	707	68	32	2123	1875	2037
1922	449	220	669	67	33	1978	1833	1928
1923	441	208	649	68	32	1943	1733	1870
1924	449	212	661	68	32	1978	1767	1905
1925	435	218	653	67	33	1916	1817	1882

Between 1901 and 1911 there was an increase of 23 per cent. in the cost of building, with a further rise of 12 per cent. during the succeeding three years. In 1920 the cost was 81 per cent. above pre-war level, and it was slightly higher in the following year, then a decrease of about 8 per cent. occurred during the two years ended June, 1923. The cost in June, 1924, was somewhat higher than in the previous year. In June, 1925, after another slight decrease, the cost was 68 per cent. higher than in 1914, materials being 71 per cent. dearer and wages 64 per cent. higher.

Particulars are given in the chapter relating to Social Condition concerning the number of new buildings erected and schemes for assisting people to build dwellings.

Fair Rents Act.

In view of a continuous rise in the rents of private dwellings which had persisted for some years prior to the war, the Fair Rents Act was passed in 1915 to provide a measure of regulation with the object of preventing undue increases in this important item of family expenditure.

The Act and its amendments provide for the determination of rents of dwellings leased for a term not exceeding three years, at a rent not exceeding £156 per annum, and of dwellings which had been let during the period of six months prior to the passing of the Act, at a rent not exceeding £156 per annum. It does not apply to houses ordinarily leased for summer residence. It is administered by Fair Rents Courts, each consisting of a stipendiary or police magistrate, and application for the review of the rental of a dwelling may be made by the lessor or by the lessee.

In accordance with the provisions of the Act, the fair rent is fixed on the basis of the capital value at a rate not lower, nor more than $2\frac{1}{2}$ per cent. higher, than the rates charged on overdrafts by the Commonwealth Bank of Australia, plus rates, taxes, repairs, maintenance, insurance, and depreciation. The capital value is the unimproved capital value of the land plus the estimated cost of erection as at the date of the application, less a fair sum for depreciation. It had been the practice of the Court to use a rate of $6\frac{1}{2}$ per cent. of the capital value in determining the fair rent, but the rate was increased to $7\frac{1}{2}$ per cent. as from the beginning of the year 1925. It is prescribed, however, that, excepting where circumstances are proved which render an increase equitable, the fair rent may not exceed the rent which was charged for the dwelling on 1st January, 1915, and in the cases of dwellings leased at that date the Court allows only such increases as are necessary to cover increases in respect of rates, taxes, repairs, etc.

The determinations of the Court remain in force for a period not less than twelve months and not longer than three years as specifically stated, notwithstanding change of ownership or tenancy. During the pendency of an application or the period of six months after decision, the lessor may not determine the lease without reasonable cause if the lessee performs the conditions of his lease. The Court usually fixes the rentals for a term of twelve months.

The first sitting of the Fair Rents Court in Sydney was held on the 13th March, 1916, and the provisions of the Act were extended to country districts on 16th August, 1920. The records show interesting particulars relating to dwellings and rentals, but for several reasons the information cannot be regarded as a satisfactory basis for conclusions as to the effect of the Fair Rents Act upon house rents. For instance, in cases where the tenant applies promptly upon receiving notice of the landlord's intention to increase the rent, the "fair rent" as determined by the Court may be recorded as an increase on the rent at date of application, whereas it is a reduction in comparison with the proposed increased rental against which the action was directed.

The applications dealt with in the Metropolitan district from the inception of the Court to 31st March, 1925, numbered 6,776, of which 2,928 were withdrawn or struck out, and in 3,848 cases the rentals were fixed. In the country districts the number of cases was comparatively small. Only 232 were concluded between August, 1920, and 31st December, 1924, 102 were withdrawn or dismissed, and in 25 cases the rent was fixed as at date of application, in 56 it was reduced, in 49 it was increased. Further details regarding the number of cases are shown in the chapter relating to Law Courts.

The determinations of the Metropolitan Court in respect of cases in which the rentals were fixed during the year 1924-25 and during the period of nine years since the commencement of its operations, are summarised in the following table:—

Rent (at date of Application).	Year ended 31st March, 1925.				Total to 31st March, 1925.			
	Fixed as at date of Application.	Increased.	Reduced.	Total.	Fixed as at date of Application.	Increased.	Reduced.	Total.
10s. and under ...	...	4	...	4	13	21	15	49
10s. 6d. to 12s. 6d.	2	6	4	12	27	63	75	170
13s. to 15s. ...	14	42	16	72	83	198	230	516
15s. 6d. to 17s. 6d.	6	9	18	33	76	208	213	497
18s. to 20s. ...	7	57	35	99	118	253	265	636
20s. 6d. to 25s. ...	12	23	85	120	145	344	403	892
25s. 6d. to 30s. ...	13	22	64	99	75	179	269	523
30s. 6d. to 40s. ...	7	19	60	86	36	83	254	373
40s. 6d. to 50s. ...	2	2	22	26	14	21	98	133
50s. 6d. to 60s. ...	...	1	8	9	6	3	36	45
Over 60s. ...	...	...	5	5	...	...	14	14
Total ..	63	185	317	565	598	1,378	1,872	3,848

During 1924-25 the Court granted increases in 33 per cent. of the decisions, and reductions in 56 per cent. The total increases to 31st March, 1925, represented 36 per cent., and the total reductions 49 per cent.

The majority of dwellings affected by the decisions of the Court were small, and the rents did not exceed £1 10s. per week. The average of the rentals reviewed in the Metropolitan Court during the year ended March, 1925, was 25s. 8d. per week, as compared with 25s. 7d. in the previous year.

The amount of reduction and of increase in the rents of dwellings in the Metropolitan district during the year 1924-25, may be seen in the following statement:—

Amount of Reduction, or of Increase.	Rents Increased.	Rents Reduced.	Amount of Reduction, or of Increase.	Rents Increased.	Rents Reduced.
6d. and under.	19	11	5s. and under 6s.	12	34
1s. „ 1s. 6d.	21	24	6s. „ 7s. 6d.	7	30
1s. 6d. „ 2s.	34	16	7s. 6d. „ 10s.	9	33
2s. „ 2s. 6d.	17	32	10s. „ 15s.	3	22
2s. 6d. „ 3s.	15	24	15s. and over ...	1	20
3s. „ 4s.	32	31			
4s. „ 5s.	15	37	Total ...	185	317

The reductions during 1924-25 amounted to a sum of £87 3s. 6d. per week, which represents an average of 19·1 per cent., or 5s. 6d. per house per week. In 185 cases the rents were increased, the total increases amounting to £27 8s. 6d. per week, equal to 14 per cent., or 3s. per house.

The weekly rents reviewed by the Court during 1924-25 amounted in the aggregate to a sum of £724 18s. 6d., the net reduction being £59 15s., or 8·2 per cent.

A brief review of the decisions of the Metropolitan Fair Rents Court in each year since its inception in March, 1916, is shown below:—

Year ended March.	Rentals fixed by Court.				Aggregate weekly rents (as at date of application)	Net Reduction.	
	As at date of applica- tion.	Increased.	Reduced.	Total.		Amount per week.	Per cent.
1917	137	7	294	428	£ 419	£ 34	8.1
1918	49	19	102	170	161	8	5.0
1919	36	132	65	233	233	+9	+3.9
1920	47	254	141	442	464	+13	+2.8
1921	52	256	187	495	572	+9	+1.6
1922	75	237	245	557	704	22	3.1
1923	64	150	233	447	560	30	5.4
1924	75	138	288	501	641	65	10.1
1925	63	185	317	565	725	60	8.2
Total	598	1,378	1,872	3,848	4,479	188	4.2

+ Denotes net increase.

Since 1916 the Metropolitan Court has fixed the rentals of 3,848 houses of which the average weekly rent was £1 3s. 3d. and the net result of its decisions has been an average reduction of nearly 1s. per week per house.

RETAIL PRICE INDEX NUMBERS—FOOD AND RENT.

The index numbers of the prices of food and of rent shown in this section should not be used as a complete measure of variations in the cost of living, as they were compiled with the primary object of showing the general movement of the retail prices of food and of rent, and do not cover other items of family expenditure.

In measuring a movement in prices over a period of years, changes in dietary each year cannot be taken into account in computing the index numbers. The price of each food commodity must be weighted over a series of years in accordance with its relative importance in a fixed regimen as determined in or around the basic year. In reviewing prices over a long period there is probability of a discrepancy between the rise or fall of the index numbers and the increase or decrease in the actual expenditure of a household on food. During abnormal years, when violent fluctuations in prices and supplies necessitate changes in the kinds, quality, and relative quantities of the various foods, and an adjustment of the family dietary, the discrepancy is likely to be wider than under normal conditions. Variations in the cost of food on the basis of a changed regimen are shown on page 662.

The index numbers of food and groceries, as shown below, are based upon the retail price of forty commodities in every-day use, which are shown in the table on page 652, and the prices have been weighted according to the average annual consumption in the years 1906-10.

In the 1920 issue of the "Year Book," the retail price index numbers of food and rent in Sydney in each year from 1864 to 1920 were published, with a brief review of industrial conditions during the period. The following

table shows the index numbers of food and groceries, and of rent, and of food and groceries and rent combined in various years since 1901:—

Year.	Index Numbers (1911=1000).			Amount required in each period to purchase the same quantities of Food and Rent as would have cost, on the average, 20s. in 1911.
	Food and Groceries.	Rent.	Food and Groceries and Rent Combined.	
1901	896	789	848	s. d. 17 0
1906	967	819	901	18 0
1911	1000	1000	1000	20 0
1912	1137	1082	1113	22 3
1913	1144	1145	1144	22 11
1914	1169	1175	1171	23 5
1915	1411	1116	1233	25 8
1916	1536	1111	1351	27 0
1917	1556	1116	1365	27 4
1918	1565	1145	1383	27 8
1919	1802	1179	1531	30 7
1920	2171	1297	1791	35 10
1921	1919	1351	1672	33 5
1922	1721	1409	1586	31 9
1923	1840	1483	1685	33 8
1924	1751	1546	1662	33 3

The index numbers differ slightly from those published in previous issues of the "Year Book." At a conference of the Statisticians of Australia and New Zealand held in August, 1924, it was decided to eliminate duplication in the collection of statistical data and to secure uniformity in respect of statistics published by the State and Commonwealth Statisticians. Consequently the index numbers of the retail prices of food in Sydney are compiled according to the method used by the Commonwealth Statistician and the index numbers shown in this chapter are based on the prices in Sydney and suburbs in the middle of each month. Those published formerly related to prices in the city, which were collected weekly, the average for the month being the mean of the prices at the beginning of each week.

Prices of food are affected largely by seasonal conditions, but, even before the war, the trend of prices was generally upwards, and when a bad season, *e.g.*, in 1902 and in 1908, caused a marked rise, prices did not fall to the former level with the return of good seasons. The upward movement, being world-wide, cannot be ascribed to local causes. Rents also rose steadily during the period of prosperity which preceded the war.

In 1914 and subsequent years, when drought, enlistments, and disorganisation due to the war steadily reduced the productive activity of the population, prices rose abnormally on account of strong overseas demand for raw materials, and of a scarcity of manufactured goods. From 1918 to June, 1920, unseasonable conditions existed, and the year 1920 marked the beginning of a general process of deflation.

In 1921 a favourable season was experienced and the wheat harvest was marketed at a high price, but the effects of world-wide commercial and industrial depression were apparent, causing unemployment in many industries. A drop occurred in the prices of food and groceries, and the index number declined by 12 per cent.; rents continued to rise, and the cost of food and rent combined was 7 per cent. lower than in the previous year.

In 1922 the index number of food and groceries showed a further decline of 10 per cent., but rents rose by 4 per cent., and the index number of both groups combined was lower by 5 per cent. than in the previous year. In 1923 the price index of food and groceries was 7 per cent. higher, and rents

were 5 per cent. higher, than in 1922. In the following year a decline of 5 per cent. in the prices of food was almost balanced by a further rise in rents.

The variations in the retail prices of food and groceries and in rents in each month since January, 1913, are shown below in comparison with the prices in July, 1914, the month before the outbreak of war. The index numbers of the prices of food and groceries and of the cost of food and rent combined differ from those published in the last issue of the "Year Book," for the reasons already stated.

Information regarding rent is obtained quarterly, therefore it has been assumed that the average rent for the quarter was the rent for the middle month of the quarter, and figures for the intervening months have been interpolated. The retail prices and rents in July, 1914, have been taken as a base and called 1000.

Year.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.
Food and Groceries.												
1913	962	982	1002	1000	993	1021	986	975	979	945	963	965
1914	968	993	1038	1018	1000	1010	1000	1009	996	988	989	1029
1915	1086	1049	1068	1086	1100	1161	1256	1404	1337	1351	1308	1322
1916	1326	1385	1362	1311	1324	1311	1324	1308	1298	1276	1292	1297
1917	1284	1305	1310	1312	1300	1307	1310	1408	1413	1387	1359	1330
1918	1340	1351	1349	1346	1341	1343	1335	1302	1302	1355	1361	1393
1919	1449	1477	1501	1532	1533	1541	1541	1533	1520	1611	1664	1650
1920	1696	1750	1738	1787	1750	1901	1953	2007	2023	1934	1900	1885
1921	1886	1869	1766	1705	1653	1630	1612	1592	1569	1539	1494	1439
1922	1454	1405	1417	1436	1462	1455	1493	1531	1544	1493	1523	1505
1923	1493	1480	1472	1550	1573	1628	1649	1674	1644	1595	1600	1586
1924	1568	1539	1531	1508	1524	1482	1484	1477	1419	1460	1505	1497
1925	1490	1493	1510	1507	1528	1547	1563	1575	1583			
Rent—All Houses.												
1913	946	946	946	971	971	971	971	971	971	992	992	992
1914	992	992	996	1000	1000	1000	1000	1000	1000	1000	988	975
1915	959	954	950	946	946	946	946	946	946	946	942	938
1916	938	935	938	942	942	942	942	942	942	942	942	942
1917	942	942	942	942	942	942	942	942	942	946	950	954
1918	959	963	967	975	975	975	971	971	971	975	979	983
1919	988	988	988	988	992	996	1000	1004	1008	1012	1021	1029
1920	1043	1062	1079	1104	1104	1104	1101	1100	1100	1133	1133	1133
1921	1137	1137	1137	1137	1137	1141	1145	1149	1154	1154	1158	1162
1922	1170	1174	1178	1185	1191	1197	1197	1199	1201	1201	1203	1212
1923	1220	1232	1245	1257	1266	1263	1266	1266	1266	1266	1266	1270
1924	1278	1286	1295	1303	1311	1315	1317	1320	1324	1328	1332	1336
1925	1340	1344	1344	1342	1340	1340	1338	1336	1336			
Food and Groceries and Rent combined.												
1913	955	963	932	987	983	999	979	973	975	966	976	977
1914	978	992	1017	1010	1000	1006	1000	1005	998	994	989	1006
1915	1030	1007	1017	1025	1033	1067	1120	1204	1166	1174	1148	1154
1916	1157	1190	1176	1150	1157	1150	1157	1143	1142	1130	1139	1142
1917	1185	1146	1149	1150	1144	1147	1149	1205	1207	1194	1180	1166
1918	1173	1182	1182	1184	1181	1182	1176	1157	1157	1189	1194	1214
1919	1247	1263	1277	1294	1297	1303	1305	1302	1297	1349	1383	1378
1920	1412	1449	1450	1483	1484	1552	1552	1610	1619	1534	1565	1556
1921	1558	1549	1491	1457	1427	1416	1408	1398	1387	1371	1347	1318
1922	1330	1304	1313	1326	1341	1342	1364	1386	1394	1367	1333	1377
1923	1374	1371	1373	1422	1439	1470	1481	1495	1479	1451	1454	1448
1924	1441	1428	1428	1419	1431	1409	1411	1409	1394	1402	1430	1427
1925	1423	1428	1437	1435	1446	1436	1462	1469	1475			

In regard to food prices, the highest point was reached in September, 1920, viz., 102 per cent. above July, 1914. Subsequently the prices of food declined in each month until in February, 1922, they were lower than in January, 1919. Then the index number began to move upwards with some fluctuations. In 1923 food became dearer in April when there was an increase in such important items as dairy products. In May meat prices began to increase rapidly in consequence of beneficial rains which terminated a period of drought in many pastoral districts. As graziers needed sheep and cattle for restocking, meat supplies became scarce, and the prices continued to rise until September when meat was 42 per cent. dearer than in April.

During 1924 food prices declined slowly until the end of the year when a slight upward tendency became apparent.

Rents declined slowly from November, 1914, until the end of 1915, and they did not regain the pre-war level until July, 1919. Subsequently there was a gradual increase until the second quarter of 1923 when the average remained stationary at a high level, viz., 26·6 per cent. higher than in July, 1914. In 1924 the upward movement recommenced.

Comparison with other Countries.

The following statement shows the extent to which the war affected the retail prices of the principal articles of food in other countries. The figures for the oversea countries have been taken from the "London Labour Gazette" and other official sources; those relating to France and to Sweden include fuel and lighting. The particulars for the Australian States relate to the capital cities:—

Country.	Percentage Increases in Retail Food Prices since July, 1914.							
	July, 1918.	July, 1919.	July, 1920.	July, 1921.	July, 1922.	July, 1923.	July, 1924.	July, 1925.
New South Wales ...	34	53	96	63	56	66	49	56
Victoria ...	33	44	103	68	54	81	52	62
Queensland ...	41	63	99	67	51	63	58	64
South Australia ...	25	33	92	48	43	54	45	49
Western Australia ...	11	42	63	50	37	41	41	46
Tasmania ...	34	40	84	63	50	57	52	49
Australia ...	31	47	94	61	48	64	49	57
New Zealand...	39	44	67	64	44	42	48	51
South Africa ...	34	39	97	39	16	16	17	20
Holland (Amsterdam)	76	110	111	80	40	36	38	49*
United States ...	64	86	115	45	39	44	40	59
Canada ...	75	86	127	48	38	37	34	41
United Kingdom ...	110	109	158	120	80	62	62	67
Denmark ...	87	112	153	136	84	88	100	110
Sweden ...	168	210	197	132	79	60	59	69
Norway ...	179	189	219	195	133	118	148	160
Italy (Milan)...	221	204	345	406	392	396	408	498*
France (Paris) ...	106	161	273	206	197	221	260	321

* June

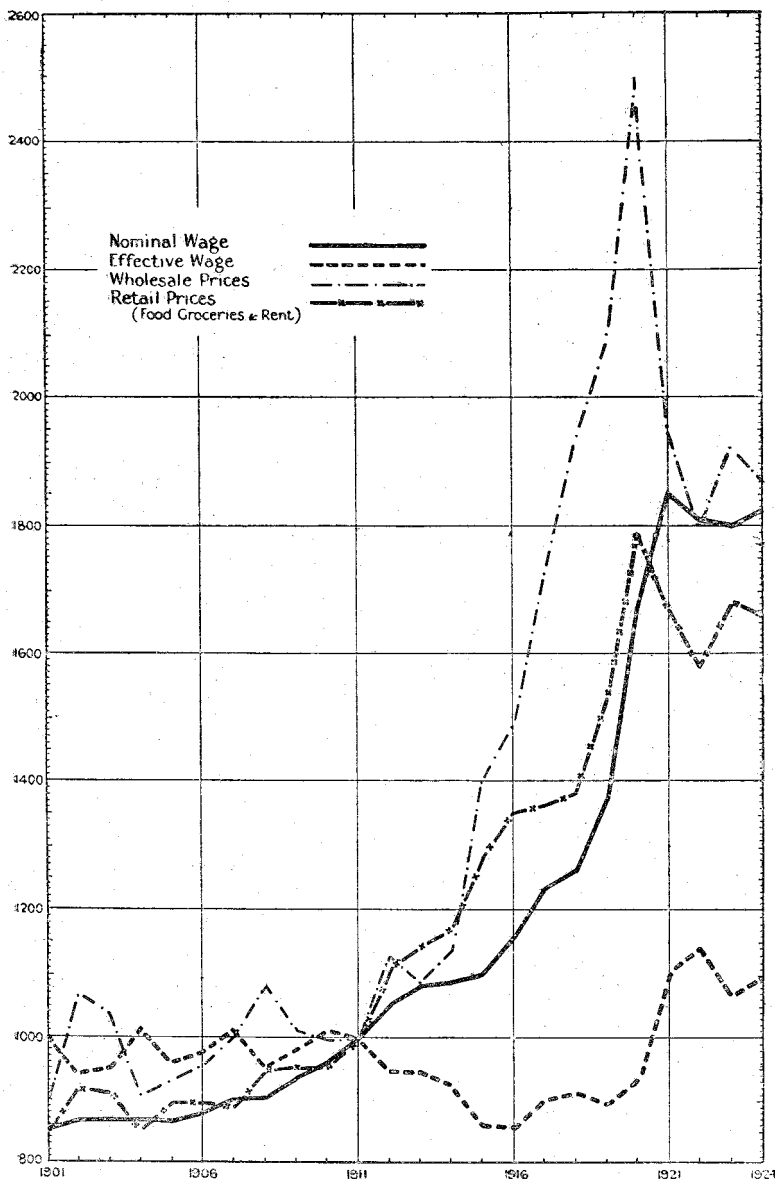
The price level of food commodities in New South Wales in recent months has been higher in comparison with July, 1914, than in the other Australian States except Queensland and Tasmania. The index numbers shown above may not be used for exact comparisons between countries owing to differences in the scope of the data, and in methods of compilation, but they indicate that the highest level in most of the countries enumerated was reached in 1920.

WHOLESALE AND RETAIL PRICES—INDEX NUMBERS COMPARED.

A comparison of the index numbers of wholesale and retail prices as published in this chapter shows that after 1914 the wholesale price index numbers rose to a level far above that of the retail price index numbers. This is due mainly to the fact that the former are based on the prices of a wide range of commodities while the latter relate only to food and groceries and housing. The prices of food and groceries did not increase as much as those of many other groups of commodities. Moreover the inclusion of rent in compiling the retail price index numbers kept them at the lower level as the rents of existing houses did not advance to the same extent as prices of materials for building new dwellings. Thus in 1920, when wholesale prices were at the peak, building materials were 142 per cent. dearer, and rents were less than 40 per cent. higher, than in 1911.

The annual index numbers of wholesale and retail prices are shown in the graph on page 661.

INDEX NUMBERS - PRICES & WAGES SYDNEY, 1901 to 1924



The figures at the side of the Graph represent the Index numbers of prices and of wages with the year 1911 as a base - 1000

COST OF LIVING.

For the purpose of measuring the extent of variations in the cost of living it is usual to distribute the expenditure of a family into five main classes, viz., food and groceries, rent, fuel and light, clothing, and miscellaneous items, and, having ascertained the rise or fall in respect of each class, to weight the variation in each group for the purpose of calculating the

increase or decrease in the general cost of living. The weight to be assigned to each group varies in accordance with the amount of income, the expenditure on the primal necessities of food and shelter being proportionately greater when the income is small. As, however, the question of the cost of living is studied largely in relation to wages and the standard of living in respect of persons of moderate means, it is customary to consider the ratio of the component groups of expenditure on a basis of the wage of an unskilled worker.

In New South Wales a living wage determination made by the Board of Trade in 1919 showed the following proportions, viz., food and groceries, 41 per cent.; rent, 20 per cent.; fuel and light, 4 per cent.; clothing, 18 per cent.; and miscellaneous, 17 per cent. In comparison with these proportions the standard adopted by the Commonwealth Basic Wage Commission in 1920 is similar in respect of food, rent, and fuel, but the proportion is higher for clothing and lower for miscellaneous items. The Commission's standard was as follows: food and groceries, 40 per cent.; rent, 19 per cent.; fuel and light, 4 per cent.; clothing, 23 per cent.; miscellaneous, 14 per cent.

Cost of Food—Change in Regimen.

The index numbers on page 658 show the movement in the retail prices of food on the basis of a fixed regimen. It is recognised however that variations in the actual cost of food depend also upon changes in dietary, which is adjusted to meet changes in prices and in supplies. The combined effect upon the food bill of a family of five persons of changes in prices and in the consumption of the principal food commodities is illustrated in the following table. In calculating the cost, the average consumption per member of the family in 1924 is assumed to have been equivalent to the general average per head of population as shown on page 639, and corresponding figures have been used for the year 1914. An exception has been made in regard to flour and sugar, of which the quantities have been reduced to make allowance for the quantities included in bread, jam, etc.

Fruit and vegetables, except potatoes, have been excluded on account of the impossibility of obtaining prices which would be properly comparable, principally owing to seasonal variations and to the difficulty of estimating the consumption.

Article.	Unit of Quantity.	1914.			1924.		
		Weekly Consumption.	Average Price.	Weekly Cost.	Weekly Consumption.	Average Price.	Weekly Cost.
Beef	lb.	12·8	d. 5·3	s. d. 5 7·8	12·1	d. 7·5	s. d. 7 6·8
Mutton	lb.	8·1	4·8	3 2·9	5·8	8·1	3 11·0
Pork	lb.	·3	10·3	3·1	·4	15·0	6·0
Bacon and Ham	lb.	·9	11·0	9·9	1·1	18·1	1 7·9
Fish—Fresh, etc.	lb.	·8	9·5	7·6	·9	17·0	1 3·3
„ Preserved	lb.	·4	10·5	4·2	·4	18·4	7·4
Potatoes	lb.	14·4	·9	1 1·0	12·0	1·4	1 4·8
Flour	lb.	4·0	1·4	5·6	4·0	2·0	8·0
Bread	2lb. loaf	10·0	3·5	2 11·0	9·2	4·9	3 9·1
Rice	lb.	·8	3·0	2·4	·6	3·4	2·0
Sago and Tapioca	lb.	·2	2·7	·5	·2	5·0	1·0
Oatmeal	lb.	·5	2·6	1·3	·5	4·2	2·1
Sugar	lb.	6·0	2·7	1 4·2	6·0	4·6	2 3·6
Jam	lb.	1·6	5·0	8·0	·9	9·6	8·6
Butter	lb.	2·9	14·2	3 5·2	3·0	20·6	5 1·8
Cheese	lb.	·3	10·6	3·2	·3	14·4	4·3
Milk—Fresh	qt.	7·7	5·3	3 4·8	8·0	9·0	6 0·0
Tea	lb.	·7	15·8	11·1	·7	27·4	1 7·2
Coffee	oz.	1·3	1·1	1·4	1·2	1·5	1·8
Total ... ..	...	...	...	25 11·2	...	...	33 0·7

The weekly expenditure on the commodities enumerated rose from 25s. 11½d. in 1914 to 38s. 0¾ in 1924—an increase of 47 per cent. The meat bill increased from 9s. 11½d. to 13s. 7¾d., while the expenditure on milk and butter rose from 6s. 10d. to 11s. 1¾d.

Taking rent into consideration—the average being 20s. in 1914 and 26s. 4d. in 1924—the total weekly expenditure was 45s. 11½d. as compared with 64s. 4½d., and the increase per week during the period amounted to 18s. 5½d., which represents 40 per cent.

An interesting comparison may be made between the increase in the household expenditure on food calculated on the basis of the average consumption of the various commodities in each year, and the increase in the prices of food as indicated by the index numbers which are computed on the basis of a fixed regimen, as those shown in the table on page 658. In 1920—the year in which prices reached the peak—the average consumption of the commodities enumerated above decreased and the average expenditure was only 65 per cent. greater than in 1924, though the general level of food prices was 86 per cent. higher. Since 1920 the difference in the regimen as compared with 1914, has lessened, and in 1924 the increase in the average expenditure—47 per cent. over that of 1914—was approximate to the increase in the price level, viz., 50 per cent.

Cost of Clothing.

The measurement of changes in the cost of clothing presents such great difficulty that this item is frequently omitted from official investigations and it is often assumed that variations in the general cost of living may be determined with a reasonable degree of accuracy by the measurement of the groups, food and shelter. The chief difficulty in regard to the clothing group lies in the determination of standards owing to the vast range of articles of clothing, numerous grades of quality, and rapid changes in fashion and design. The group is, however, of such importance that in 1921 arrangements were made with a number of large retail firms in Sydney to supply particulars showing the movement of the prices of clothing since the beginning of the war period.

The lists sent to the firms included forty-two of the principal articles of clothing for a man, woman, school boy, school girl, and a young child (not an infant in arms); also fourteen items of piece goods, sewing cotton and knitting wool. It was not considered practicable to attempt to collect data concerning articles of the same quality nor even of the same material, and the firms were asked to quote the price as in January and in July of each year of each item of the quality usually purchased by persons of moderate means.

In order to form a price-index to indicate the general trend of the cost of clothing, budgets were prepared from the quotations of each firm to represent the annual replacements for a man, a woman, and for each child, the replacements of the various articles being approximately the same as those in the indicator list used by the Australian Basic Wage Commission in 1920. An average was taken of the January and July budgets for each unit of the family to obtain an average for each year. The averages were added to obtain an annual expenditure for a family, and the aggregates were used as the basis of the following index numbers, which were rounded-off and related to 1914=100.

Year.		Index Number.	Year.		Index Number.
1914...	...	100	1920...	...	215
1915...	...	110	1921...	...	200
1916...	...	120	1922...	...	175
1917...	...	140	1923...	...	165
1918...	...	160	1924...	...	165
1919...	...	190			

The index numbers show that the cost of clothing rose by about 10 per cent. during 1915 and 1916, and the rate of increase was more rapid in the following years until 1920, when the index number was 115 per cent. higher than in 1914. In 1921 there was a decline which brought the prices back to a level just double the prices in 1914. In the succeeding two years there were successive reductions of 12 per cent. and 6 per cent. In 1924 there was not an appreciable change in the general level of prices of clothing.

The method of taking as a basis of a price index the predominant price paid at various dates by a certain section of the people, viz., those with moderate incomes, does not preserve an identity of standard but involves to some extent changes in quality. In normal times the standard of clothing used by any section of the community, *e.g.*, unskilled workers, changes very slowly and would not vary appreciably within a decade. The period under review, however, was characterised by violent changes, social and economic, which were reflected in every phase of national life. In the earlier years of the war prices of food rose much more rapidly than wages, thus necessitating economy, which would naturally be reflected in the matter of clothing more readily than in the food group. Subsequently an expansion of the currency, heavy Government expenditure and an improvement in the return from primary production, created an atmosphere of artificial prosperity, and as wages increased it is reasonable to suppose that a higher standard of clothing became general amongst the majority of the population. In 1920 it became apparent that prices had reached a maximum, and consumers began to restrict their purchases in expectation of a decline.

The position in regard to clothing was affected in 1921 by excessive importations, but merchants, faced with the difficulty of selling a large supply of goods on a falling market, endeavoured to avoid drastic reductions in respect of goods which they had purchased when prices were abnormally high.

Cost of Fuel and Miscellaneous Expenses.

The cost of fuel and light forms the smallest of the groups of family expenditure, but substantial increases which have occurred since 1914 have had an appreciable effect upon the cost of living.

Kerosene is included in the list of food and groceries, and the average retail prices are shown on page 652. Gas for household use in Sydney was raised by various increases from 3s. 6d. per 1,000 cubic feet in July, 1914, to 5s. 9d. in November, 1920. In 1922 the price declined, and successive reductions of 2d. per 1,000 cubic feet occurred on 1st May and 4th August, 1922; 1st January, 1923, and 2nd February, 1925. Coal was about 75 per cent. dearer in 1923 than in 1914, having risen from 24s. 6d. per ton to 43s. 7d. in 1922. The price receded slightly during the year 1923, and in the following year the price was 42s. per ton. Firewood increased in price from 28s. per ton in July, 1914, to 45s. in 1924.

Almost all the items of miscellaneous expenditure have become dearer; for instance, fares by train, tram, and ferry, which are an important factor. General increases amounting to about 66 per cent. were made in railway fares between July, 1914, and November, 1920. A reduction was made in May, 1924, and the decreases in second-class suburban fares up to 34 miles ranged from 3 to 11 per cent. Tram fares up to 31st March, 1914, were charged at the rate of 1d. per section, then the fare for the second section was raised to 1½d., the fare for two or more remaining unchanged. Since 6th November, 1920, tram fares have been charged at the following rates:—One section 2d., two sections 3d., three sections 4d., four sections 5d., five and six sections 6d. Increases have been made also in the fares charged on

the majority of Sydney Harbour ferry routes. For instance, the monthly season ticket rates from Circular Quay to Milson's Point, were raised by successive increases from 4s. 9d. for men in July, 1914, to 8s. in August, 1921, when they reached the highest rate. The corresponding charges for women's tickets were 3s. 6d. and 6s. 9d. In August, 1922, a reduction of 1s. 3d. was made in respect of both rates, but in October, 1923, the prices were restored to the level of August, 1921.

The prices of the daily newspapers which had been raised during 1919 and 1920 reverted to the former charge of 1d. per copy at the beginning of July, 1922.

For postage additional charges were imposed on letters, etc., in October, 1918, and further increases were made in October, 1920, when letter rates were raised by $\frac{1}{4}$ d. per $\frac{1}{2}$ oz., and fees for telephone calls, except in small country exchanges, were increased by 25 per cent., and increases ranging up to 50 per cent. were made in the charges for telegrams. Postal charges were reduced in October, 1923, the charge for letters being fixed at $1\frac{1}{4}$ d. per oz.

Contributions to friendly societies amounted on an average to about 1s. 3d. per week in 1914 and to 1s. 7 $\frac{1}{2}$ d. in 1923. Subscriptions to trade unions, which range from 6d. to 1s. per week, have remained constant.

The retail price of tobacco has increased by 75 per cent. since 1914. The average price of plug tobacco of popular brand was 10s. 6d. per lb. in 1924, as compared with 6s. in 1914.

Index numbers to represent the variations in the cost of fuel and light used by a family of moderate means are shown below. They have been calculated by weighting the average prices of coal, firewood, and gas, in accordance with the quantity consumed annually. The index numbers of miscellaneous items are approximate only, being based on the items enumerated above. Prices in 1914 were taken as a base and called 100.

Year.	Cost of Fuel.	Cost of Miscellaneous Expenses.	Year.	Cost of Fuel.	Cost of Miscellaneous Expenses.
1914	100	100	1920	140	140
1915	102	102	1921	160	145
1916	105	102	1922	165	140
1917	115	105	1923	165	135
1918	120	110	1924	165	135
1919	130	115			

Increases in the cost of fuel and light up to 1921 were somewhat lower than the increases in food prices, and the index numbers continued to rise until the following year. Miscellaneous items apparently increased slowly until 1920, when they were about 40 per cent. above 1914 prices, and a further rise occurred in the following year. The index number has since dropped below the 1920 level.

Changes in the Cost of Living.

A fair indication of the changes in the total cost of living may be obtained by summarising the index numbers of the cost of the various items discussed above, assigning to each group a weight in accordance with the ratio its cost bears to the total family expenditure.

The weights applied in the following table are as follow:—Food and groceries 41, rent 20, clothing 20, fuel and light 4, miscellaneous items 15. They represent an approximate mean of the ratios in the official standards of the Sydney living wage fixed by the Board of Trade in 1919 and the

Sydney cost of living wage as determined by the Basic Wage Commission in 1920. It is not claimed that the results are an exact measure of the changes, and they are put forth only as a rough indication of the movement in the general cost of living since 1914.

Year.	Food and Groceries.	Rent.	Clothing.	Fuel.	Miscellaneous Items.	General Increase in Cost of Living since 1914.
1914	100	100	100	100	-100	...
1915	121	95	110	102	162	about 10 per cent.
1916	131	95	120	105	102	" 15 "
1917	133	95	140	115	165	" 25 "
1918	134	97	160	120	110	" 30 "
1919	154	100	190	130	115	" 45 "
1920	186	110	215	140	140	" 70 "
1921	164	115	200	160	145	" 60 "
1922	147	120	175	165	140	" 50 "
1923	157	126	165	165	135	" 50 "
1924	150	132	165	165	135	" 50 "

In the years 1915 and 1916 food prices increased more rapidly than the cost of any other group, while rents declined. Between 1916 and 1918 there was little change in the index number of food prices, but clothing prices advanced rapidly. Both these groups reached a maximum in 1920, when clothing prices were more than double the pre-war prices, and food was 86 per cent. higher. In the other groups the variation was not so marked, the rise being continuous throughout the period but slower. On the whole the cost of living, which rose by about 30 per cent. during the war period, increased to a greater extent during the two years 1919 and 1920, after the armistice was declared. In each of the two following years there was a drop of about 5 per cent. In 1923 and 1924 there was not an appreciable change in the general average cost.

A comparison of the results obtained by measuring the movement in the cost of living since 1914 on the basis of the cost of (1) food and rent only, and (2) all items of family expenditure shows that in 1915 and 1916 and in 1923 both methods gave practically the same result, but in the intervening years the increase in the cost of all items was much greater than the increase in respect of food and rent only. In 1924 the cost of food and rent was 42 per cent. higher, and the cost of all items about 50 per cent. higher than in 1914.

EMPLOYMENT AND PRODUCTION.

EMPLOYMENT.

Information regarding the occupations of the people is obtained only at the Census, and statistics relating to the periods between the Census dates are restricted mainly to certain classes of employment in the primary industries and in manufacturing establishments.

The results of the last Census indicate that in April, 1921 the breadwinners numbered 884,104, of whom 713,169, or 81 per cent. were males. A summary of the statistics relating to occupations is shown below:—

Occupations.	Number of Persons.			Proportion to Total.		
	Males.	Females	Total.	Males.	Females	Total.
Professional	48,543	29,233	77,776	per cent. 4·57	per cent. 2·85	per cent. 3·72
Domestic	20,786	60,904	81,650	1·95	5·93	3·91
Commercial	107,474	31,270	138,744	10·11	3·04	6·34
Transport and Communication	81,826	2,093	84,519	7·70	·26	4·04
Industrial	243,862	40,803	284,668	22·94	3·97	13·62
Primary Producers—						
Agricultural	53,593	910	94,508	8·80	·09	4·52
Pastoral and Dairying	63,525	2,044	65,569	5·98	·20	3·14
Mining	32,841	76	32,917	3·09	·01	1·57
Other	15,593	123	15,716	1·47	·01	·75
Total Primary	205,557	3,153	208,710	19·34	·31	9·98
Independent	5,121	2,876	7,997	·48	·28	·38
Total Breadwinners	713,169	170,935	884,104	67·09	16·64	42·29
Dependents	349,789	856,463	1,206,252	32·91	83·36	57·71
Not stated	8,543	1,472	10,015	...	...	...
Total	1,071,501	1,028,870	2,100,371	100·00	100·00	100·00

The majority of the people are classified as dependents, the numerical importance of the group being due to the fact that it includes, as well as children, women engaged in domestic duties for which wages are not paid.

The breadwinners, as recorded at the Census of 1921, are classified in age groups in the following table:—

Age Group.	Breadwinners.			Proportion of Breadwinners to total in each Age Group.		Proportion of Breadwinners in each Age Group to total Breadwinners.	
	Males.	Females.	Total.	Males.	Females.	Males.	Females.
Under 15 ...	9,488	3,880	13,368	Per cent. 2·8	Per cent. 1·2	Per cent. 1·3	Per cent. 2·3
15-19 ...	76,469	39,612	116,081	86·6	45·7	10·8	23·2
20-24 ...	81,293	36,171	117,464	93·1	40·8	11·4	21·2
25-29 ...	86,355	22,725	109,080	99·4	25·0	12·1	13·3
30-34 ...	91,541	15,932	107,473	99·8	18·1	12·9	9·4
35-39 ...	79,252	12,638	91,890	99·8	16·7	11·1	7·4
40-44 ...	66,397	10,125	76,522	99·8	16·3	9·3	5·9
45-49 ...	54,365	8,377	62,742	99·9	16·5	7·7	4·9
50-54 ...	48,744	6,929	55,673	99·9	16·3	6·9	4·1
55-59 ...	41,287	5,345	46,632	99·9	15·3	5·8	3·1
60-64 ...	32,908	3,932	36,840	99·8	13·9	4·6	2·3
65 and over ...	43,226	4,907	48,133	99·5	11·7	6·1	2·9
Not stated..	1,844	362	2,206	...	...	...	...
Total ...	713,169	170,935	884,104	67·1	16·6	100	100

The proportion of breadwinners amongst males under 15 years of age is less than 3 per cent., but the ratio increases rapidly during the next five years of age, so that the proportion of dependents amongst adult males is very small. On the other hand the proportion of breadwinners amongst females is highest in the age group 15-19 years, viz., 45·7 per cent., and it declines considerably between the ages 25 and 35 years.

Of the total breadwinners of each sex 23 per cent. of the males and 47 per cent. of the females were under 25 years of age; 69 per cent. and 83 per cent. respectively were under 45 years.

The proportion of breadwinners amongst males and females in each age group as recorded at each census since 1901 is shown below:—

Age Group.	Proportion of Breadwinners to Total in each Age Group.					
	Males.			Females.		
	1901.	1911.	1921.	1901.	1911.	1921.
Under 15 ...	3·7	4·0	2·8	1·2	1·5	1·2
15-19 ...	88·0	89·9	86·6	37·3	41·2	45·7
20-24 ...	98·6	98·9	98·1	38·3	57·8	40·8
25-44 ...	98·4	99·8	99·7	21·8	26·4	19·4
45-59 ...	97·4	95·3	99·9	21·7	16·6	16·1
60-64 ...		99·6	99·8		16·6	13·9
65 and over ...	84·1	99·5	92·5	26·6	17·3	11·7
Total ...	63·7	68·6	67·1	17·6	17·5	16·6

The most notable feature of the comparison is the increase in the ratio of breadwinners amongst females under age 25 years and the decrease at older ages. The increase was greatest in the group 15-19 years, and it has been continuous since 1901. In the group 20-24 years the proportion declined between 1901 and 1911, then moved to a higher level during the succeeding decennium. Amongst women over 65 years the proportion of breadwinners has declined by 56 per cent. since 1901, though the proportion amongst men of similar ages has increased.

An analysis of the results of each Census shows, however, that for comparative purposes the figures relating to the occupations of women are not satisfactory, these intercensal variations being due wholly or in part to changes in the designations used by persons supplying particulars regarding their occupations. For example, the number of women included in the independent class of breadwinners in 1901 was 5,927, of whom 5,215 were designated "independent means" or "lady." In 1921 only 195 women defined their occupations under these designations and the total of the class was 2,876. Between 1901 and 1921 there were marked decreases also in the number of women returned as house or property owners and relatives assisting farmers or other primary producers. It is probable, therefore, that women of similar occupations were classified in 1901 as breadwinners under the foregoing categories and in 1921 as dependents engaged in domestic duties.

The decrease in the number of women classified in the independent group is specially notable in view of the fact that old-age and invalid pension systems were introduced in New South Wales during the interval between the Census of 1901 and that of 1921, pensioners being classified at a Census as independent breadwinners. At the Census of 1921 only 1,528 women were returned as old-age and invalid pensioners, but the records of the Pensions Office indicate that old-age pensions were being paid to 27,000 women and invalid pensions to more than 8,000. Even if allowance be made for those

whose pensions are supplementary to income from other sources, and who have been included amongst other classes of breadwinners it is reasonable to infer that many female pensioners were returned as dependents in 1921.

Particulars regarding the grade of employment of the persons in various occupations were published in the 1921 issue of the "Year Book" at page 439.

Returns regarding the number of persons employed in the principal rural industries of the State are collected annually, but the information is not comparable with the census figures, because it relates only to persons engaged regularly on rural holdings. It includes occupiers or managers and members of their families, who work constantly on a holding, but temporary hands and contract workers engaged for harvesting, shearing, etc., are omitted. Moreover, the census figures relate to a specific date, and the distribution of the workers amongst the several branches of rural industry differs materially from the annual records which show the average number employed, whose distribution is determined usually in accordance with the main purposes for which each holding was used during the year.

In regard to the number of females employed in rural industries, considerable difficulty is experienced in obtaining satisfactory statistics, owing to the fact that a large number of women and girls, especially on dairy farms, are employed only partly in rural production in conjunction with their domestic duties. Usually they do not receive wages, and at a census they are classified as dependents. In the annual returns there is a tendency to include them as rural workers, consequently a wide discrepancy arises between the census and the annual records, the latter being overstated. Since 1919 greater care has been exercised in the collection of the annual returns in regard to women engaged in rural pursuits, and the collectors have been instructed to exclude women engaged primarily in domestic duties.

The following statement shows the number of persons engaged in the various branches of rural industry during each year since 1911. In regard to female employees, it is estimated that the returns for the years prior to 1919-20 included 12,000 women wholly employed in domestic duties, and the figures for those years have been amended, so that the numbers quoted in the table represent the numbers as returned, less 12,000:—

Year.	Agriculture, Poultry, Pig, and Bee-farming.		Dairying.		Pastoral.		Total, Rural Industries.		
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.
1911.	58,299	1,141	27,488	11,293	43,387	770	129,174	13,204	142,378
1912.	58,984	1,055	26,537	10,443	41,893	720	127,414	12,218	139,632
1913.	61,525	1,160	25,961	11,478	40,543	790	128,029	13,428	141,457
1914-15	59,944	1,019	23,435	10,073	39,131	700	122,510	11,792	134,302
1915-16	59,256	1,049	21,979	10,378	38,042	720	119,277	12,147	131,424
1916-17	55,122	1,216	22,363	12,041	38,607	820	116,092	14,077	130,169
1917-18	50,490	1,287	21,071	12,749	40,988	868	112,549	14,904	127,453
1918-19	45,523	1,173	24,561	11,625	43,824	790	113,913	13,588	127,501
1919-20	43,942	1,161	24,685	12,678	53,282	867	126,909	14,706	141,615
1920-21	50,162	1,509	26,648	13,176	43,766	1,022	120,576	15,707	136,283
1921-22	48,571	1,411	29,660	14,571	42,674	860	120,905	16,842	137,747
1922-23	49,444	1,421	29,170	13,882	42,253	1,120	120,899	16,423	137,322
1923-24	48,176	1,052	28,980	13,594	43,196	624	120,352	15,270	135,622

The number of workers in the rural industries, being affected by seasonal conditions, is subject to great fluctuation. The number engaged in cultivating, etc., has declined since 1911, though the area under cultivation has increased, the greater use of machinery having lessened the need for workers in agriculture. It is probable also that the decrease in the labour engaged premanently has been offset, to some extent, by the employment of contract

workers. Details regarding the labour engaged in relation to machinery used in cultivating are shown in the chapter relating to the agricultural industry.

The number of dairy workers decreased between 1911 and 1918, and has since increased considerably. In the pastoral industry the number does not usually vary greatly from year to year, except in seasons such as 1910-20, when additional labour is required to tend the flocks and herds under severe drought conditions. On the whole, the number of men engaged permanently in rural pursuits in 1923-4 was 6 per cent. less than the average of the three years prior to the war, and apparently the number of women has increased, the majority being engaged in dairying.

The rural workers in 1923-24 included 68,218 men and 1,505 women, who were classed as working proprietors, *i.e.*, owners, lessees, or share-farmers working on the holdings; 17,979 men and 12,828 women were classed as relatives employed constantly, but not receiving wages; and 34,155 men and 1,137 women, including managers and relatives, were receiving wages.

Annual returns relating to employment are collected also in respect of mining and other primary industries and the manufacturing industries, and the figures for each year since 1911 are summarised in the following statement. The particulars for the last ten years relate to the twelve months ended 30th June, except those showing the employment in mines, which are for the calendar years ended six months later. In regard to the manufacturing industries, employees in any establishment with fewer than four persons have not been included unless machinery was used in the factory:—

Year.	Rural Industries.	Forests, Fisheries, and Trapping.	Mining.	Manufacturing.			Total.		
	Total.	Males.	Males.	Males.	Females.	Total.	Males.	Females.	Total.
1911	142,378	6,000	33,367	82,083	26,541	103,624	250,624	39,745	290,369
1912	139,632	6,100	33,778	88,178	27,383	115,561	255,470	39,601	295,071
1913	141,457	6,200	34,510	93,036	27,334	120,400	261,775	40,792	302,567
1914-15	134,302	6,200	27,701	90,409	26,202	116,611	246,820	37,994	284,814
1915-16	131,424	6,300	27,994	87,724	28,677	116,401	241,295	40,824	282,119
1916-17	130,169	6,503	28,777	88,910	29,087	117,997	240,279	43,164	283,443
1917-18	127,453	6,800	29,913	90,025	30,529	120,554	233,287	45,433	284,720
1918-19	127,501	7,000	29,069	96,884	30,707	127,591	246,866	44,295	291,161
1919-20	141,615	6,800	27,273	109,836	34,618	144,454	270,818	49,324	320,142
1920-21	136,283	6,700	26,062	112,187	32,824	145,011	265,525	48,531	314,056
1921-22	137,747	6,900	25,820	112,362	33,514	148,876	265,987	53,356	319,343
1922-23	137,322	6,900	25,125	114,970	37,296	152,266	270,894	53,719	324,613
1923-24	135,622	7,800	28,778	121,845	37,829	159,674	278,775	53,099	331,874

The figures relating to the mining industry are exclusive of employees engaged in treating minerals at the place of production, and already included in the returns of the manufacturing industries, *viz.*, those engaged in the manufacture of coke at coke works, in the manufacture of lime, cement, etc., at limestone quarries, and in the treatment of ores at mines. The number of miners, as stated for the last four years, includes fossickers, *viz.*, 450, 560, 358, and 725 respectively. In view of the small output which they obtained, it is probable they were not wholly employed in fossicking. In the coal and shale mines employment increased from 17,247 in 1911 to 18,534 in 1914, and a decline of about 2,000 occurred during the war period, when the export trade was restricted; but the number rose in each of last five years, 23,212 men being employed in 1924. In other mines there was a steady decline in the number of miners from 16,120 in 1911 to 10,120 in 1915. Then the number rose with an increased demand for industrial metals until 1919, when an extensive industrial dislocation in the Broken

Hill district caused employment to diminish. In later years the condition of the metal market was unsatisfactory, and the number employed in 1923 was only 5,071. In 1924 there was an increase to 5,566.

In the manufacturing industry a steady increase was interrupted by the outbreak of war and the consequent diminution in the supply of male labour. In 1918-19 the number of male employees rose above the pre-war level, and continued to increase until the maximum—31 per cent. above the pre-war figure—was reached in 1923-24. There were marked increases during 1923-24 in the number of men employed in metal and machinery works, in wood working, in vehicle factories, in furniture factories, and in stone, clay and glass works. The number of females employed in manufacturing establishments increased in each year between 1914-15 and 1919-20, then slackness in the tailoring and dressmaking establishments caused a reduction, but in the last three years of the period under review the number increased beyond the former level. The majority of female factory workers are engaged in the clothing trades, and fluctuations in the number of employees reflect generally the conditions of those industries.

Government Employees.

In New South Wales there is a large number of persons employed by the State and Commonwealth Governments. In addition to services such as education, police, justice, health, lands, works, etc., the State owns railways, tramways, and wharves, and engages in various industrial enterprises, e.g., sawmill, abattoirs, dockyards, quarries, brick and pipe works. Thus a large number of persons are in constant employment. The Commonwealth services include posts, telegraphs and telephones, customs, taxation, and defence.

The number of employees in New South Wales under the Crown as at 30th June, 1924, is shown below. The figures include persons employed in the Savings Banks, and at Cockatoo Island Dockyard, but they do not include those employed in connection with the Commonwealth Shipping Line:—

Services.	Permanent.		Temporary.		Total.		
	Males.	Females.	Males.	Females.	Males.	Females.	Total.
State—							
Public Service Board ...	10,312	5,972	2,260	1,378	12,572	7,350	19,922
Railways and Tramways ...	35,167	784	15,972	695	51,139	1,479	52,618
Sydney Harbour Trust ...	204	17	889	9	1,093	26	1,119
Water Supply and Sewerage —Metropolitan and Hunter District ...	1,701	45	1,177	7	2,878	52	2,930
Water Conservation and Irrigation Commission ...	333	32	837	30	1,190	62	1,252
Metropolitan Meat Industry Board ...	566	18	...	...	566	18	584
Police ...	2,865	8	...	3	2,865	11	2,876
Savings Bank ...	935	216	35	...	970	216	1,186
Other ...	597	38	5,578	117	6,175	155	6,330
Total ...	52,700	7,130	26,748	2,239	79,448	9,369	88,81
Commonwealth—							
Public Service Commissioner	8,089	1,116	3,212	592	11,301	1,708	13,00
Defence Department ...	611	...	910	...	1,521	...	1,52
Repatriation Department ..	150	44	132	89	282	133	41
Other ...	351	140	1,537	6	1,888	146	2,03
Total ...	9,201	1,300	5,791	687	14,992	1,987	16,97
Grand total ...	61,901	8,430	32,539	2,926	94,440	11,356	105,796

The figures in the table include the general labourers and navvies employed by the various public bodies. The wages staffs in the State services numbered

59,691 persons, viz., 46,237 employed in connection with the railways and tramways, of whom 5,440 were employed in the construction and duplication of lines; 8,052 on water conservation, sewerage, and harbour works, etc., and 5,402 in other services. Of the Commonwealth employees there were about 6,400 employed on the wages staffs.

UNEMPLOYMENT.

Particulars relating to unemployment are collected at the census, persons being returned as unemployed who had been out of work for more than a week at the date of collection. The number of persons unemployed in April, 1921, was 61,743, or 9·5 per cent. of the group embracing salary and wage earners and the unemployed combined. The males numbered 54,092, or 10·6 per cent., and the females 7,651, or 5·5 per cent. At the previous census, in March, 1911, less than 4 per cent. of the male salary and wage earners, and 2·6 per cent. of the females were out of work. The proportions indicate that entirely different industrial conditions prevailed in those years, the census of 1911 being taken during a period of high productive activity, whereas in April, 1921, unemployment resulting from post-war disorganisation was probably at a maximum.

At the census of 1921, persons were asked to state the cause of their unemployment. The information was not supplied in respect of 3,131 persons. Of the remainder, 29,304 cases, or 50 per cent., were due to scarcity of employment; 14,573, or 25 per cent., to illness; 2,119, or 3·6 per cent., to industrial disputes; 1,852, or 3 per cent., to accident; and 863, or 1·5 per cent., to old age. The majority of males, viz., 53 per cent., were out of work on account of scarcity of employment, but illness was the principal cause of unemployment amongst women, 48 per cent. being idle for that reason. The duration of unemployment was stated in regard to 51,185 persons. Those unemployed for less than 5 weeks numbered 24,299, or 48 per cent.; from 5 to 10 weeks, 9,395, or 18 per cent.; from 10 to 15 weeks, 5,237, or 10 per cent.; over 15 weeks, 12,254, or 24 per cent.

In regard to intercensal periods, the available data are not sufficient to give a fair indication of the extent of unemployment. Periodical returns relating to the condition of employment amongst various classes of workers are supplied to the Department of Labour and Industry by secretaries of trade unions, but many unions do not furnish the returns regularly, and a large number, including unions of workers following unskilled occupations in which unemployment is most likely to occur, do not supply any information owing to lack of records.

Intermittency of Employment.

In many industries a considerable loss of working time occurs even in normal periods on account of intermittency arising from various causes, but information regarding its extent is available in respect of two industries only, viz., manufacturing and coal-mining.

In the manufacturing industry, in which nearly 160,000 persons are employed, returns show that the average time worked in all classes of factories is approximately 11·6 months per annum. The average has remained fairly constant over a period of years, but as the figure is based on data concerning each establishment, it affords little indication regarding the intermittency suffered by individual employees who may be engaged in more than one factory, or in more than one industry during the year.

In coal-mining intermittency is a constant factor, and for a number of years the Department of Labour and Industry has endeavoured to collect information relating to interruptions to work in the principal mines.

Particulars obtained from these records show that during the period of ten years—1915-24—the average number of work-days was 274 per annum, after making allowances for Sundays, pay Saturdays, and regular public holidays. The days on which operations were suspended numbered, on an average, 62 per annum, or 23 per cent. of the total work-days; 23 days, or 9 per cent., were lost through industrial disputes, and 39, or 14 per cent. through other causes. Slackness of trade, owing to restrictions imposed on the export of coal, was the cause of considerable loss during the war period.

The total loss of working time involved by the interruptions to work in the coal-mines during the last five years is shown below. The figures have been obtained by multiplying the number of days on which the collieries were idle by the number of employees affected, and by classifying the working-days lost according to the causes of the dislocations.

Causes.	Days Lost.					1920-1924.	
	1920.	1921.	1922.	1923.	1924.	Average per Annum.	Per cent. of Total.
Industrial disputes..	307,349	355,922	468,358	849,918	516,137	499,537	40·5
Truck shortage ...	102,962	47,775	13,753	30,022	26,960	44,294	3·6
Slackness of trade and shortage of shipping ...	345,407	354,713	616,328	403,147	563,038	456,527	37·0
Mine disabilities, etc.	36,851	110,296	120,348	121,478	126,363	103,067	8·4
Deaths of employees	8,659	22,171	12,757	27,050	59,679	26,063	2·1
Meetings, extra holidays ...	12,834	25,006	16,000	21,034	14,370	17,849	1·5
Other causes ...	8,104	3,052	1,200	6,248	5,919	4,905	·4
Not stated ...	38,237	60,052	75,881	157,304	68,978	80,090	6·5
Total ...	860,403	978,987	1,324,625	1,616,201	1,381,444	1,232,332	100

The average number of days lost on account of dislocations in this industry during the period of five years amounted to 1,232,332 days per annum. Lack of trade or of shipping was responsible for 37 per cent. of the loss, and industrial disputes for 41 per cent.

The loss through industrial disputes has shown an upward tendency throughout the period, but was much less in 1924 than in the preceding year. The loss, as stated in the table, represents the working days lost in each year through disputes which commenced in that year. The figures, therefore, are exclusive of days—amounting, on the average, to 9,322 per annum—which were lost during the five years 1920-24 through disputes which commenced prior to the year specified. Further details relating to the disputes are shown on a later page.

The number of employees in the coal-mining industry, as shown on an earlier page, is about 23,000, but as coal-mining is a fundamental industry, variations in the volume of production have a far-reaching effect on other industries and commercial enterprises.

Relief of Unemployment.

Measures for the relief of unemployment are undertaken by the State Department of Labour and Industry, and are directed mainly towards the organisation of the supply of labour, by means of labour exchanges, and the assistance of destitute persons in need of sustenance while seeking employment.

A few of the trade unions provide for the payment of out-of-work benefits to their members, but otherwise there is little insurance against unemployment. The State has not instituted any fund for the purpose, and there have not been any operations under a section of the Industrial Arbitration Act which authorises the Government to subsidise from public revenue unemployment insurance funds created by contributions of employers and employees.

State Labour Exchanges.

The State labour exchanges are administered in conjunction with the office dealing with assisted immigration. The exchanges are situated in the main industrial centres, Sydney, Newcastle, and Broken Hill, and there are agencies in the principal country towns. The expenses are borne by the State, fees are not charged, and advances by way of loan may be made to enable persons to avail themselves of employment offered.

The functions are to bring together intending employers and persons seeking employment, to encourage industrial training in skilled trades, to provide suitable training for vagrant and other persons unsuited for ordinary employment, and to co-operate for these purposes with private employment agencies.

In terms of the Returned Soldiers and Sailors Employment Act, employers desiring to obtain employees are required to apply to a State labour exchange or to a committee dealing with the repatriation of soldiers and sailors.

The operations of the State labour exchanges during the last seven years are shown below.—

Year ended 30th June.	Applications for Employment.	Positions made available by Employers.	Persons sent to Work.
1918	23,140	16,261	11,679
1919	22,151	28,937	19,821
1920	42,634	34,016	27,198
1921	45,888	42,081	36,177
1922	46,254	36,724	32,314
1923	36,891	34,709	29,029
1924	36,680	33,686	28,521

During the year ended June, 1924, applications for employment were made by 31,225 men and 5,455 women. Positions were made available by employers for 23,060 men and 10,626 women, and 21,490 men and 7,031 women were placed in employment through the agency of the State labour exchanges.

Private Employment Agencies.

Private employment agencies are subject to supervision by the State authorities in terms of the Industrial Arbitration (Amendment) Act, 1918. Such agencies may be conducted by licensed persons only, and they are required to keep registers of persons applying for labour or employment, and of engagements made. The scale of fees chargeable is fixed by regulation, and if an applicant does not obtain labour or employment within fourteen days, the fee must be repaid, less out-of-pocket expenses. Licensees are prohibited from sharing fees with employers, and from keeping as lodgers persons seeking employment.

At 31st May, 1925, there were 74 private agencies on the register, viz., 38 in Sydney, 19 in the suburbs, and 17 in country districts.

TRADE UNIONS.

Until 1881 trade unions in New South Wales were subject to Imperial legislation, by which the right to combine was recognised, but actions done in restraint of trade were penalised, and the unions lacked the power to

safeguard their funds. The first legislation passed in New South Wales (the Trade Union Act of 1881) is still in operation, though it was amended in 1918 by the Industrial Arbitration Act.

Provision is made for the registration of trade unions, the appointment of trustees, in whom the union property is vested, and for the constitution of rules. The use of union funds for political purposes is subject to the provisions of the Industrial Arbitration Amendment Act of 1918, and such payments must be made from a separate fund, to which contribution by members is optional.

There are two classes of trade unions, viz., unions of employers and unions of employees. The latter constitute the bulk of the registered organisations, and a brief account of their development was published in the 1921 issue of the Year Book at page 553.

The introduction of a system of industrial arbitration in 1901 led to an increase in the organisation of new trade unions, as registration of employees' unions to bring them within the scope of the system is granted only to organisations registered under the Trade Union Act of 1881. It should be clearly understood, however, that an industrial union of employees is the same organisation as the trade union bearing the same title, the term industrial union indicating merely that it has undergone dual registration for the purposes of the administration of the Industrial Arbitration Act.

After the introduction of the Commonwealth system of industrial arbitration in 1904 some of the unions previously on the State registry became merged into Federal associations, but unless a union elects to be regulated exclusively under Federal arbitration and conciliation the branch in New South Wales retains its registration under the Trade Union Act of 1881.

Statistics relating to the trade unions of employees in the State are shown in the following statement for various years since 1911. The figures are not quite complete as in every year some of the unions fail to supply returns to the Registrar:—

Year.	Unions of Employees	Members.			Receipts.	Expenditure.	Funds at end of Year.
		Males.	Females.	Total.			
1911	179	145,784	4,743	150,527	£ 157,202	£ 146,757	£ 112,494
1916	202	218,609	12,941	231,550	241,644	249,691	202,950
1917	218	216,553	15,726	232,279	252,613	289,426	149,783
1918	209	197,406	15,659	213,065	240,621	235,587	154,774
1919	199	208,684	17,052	225,736	276,382	269,056	156,018
1920	197	226,030	23,210	249,240	355,702	331,438	176,575
1921	197	234,898	23,965	258,863	363,067	345,854	194,360
1922	192	230,126	23,170	253,296	386,428	372,069	213,520
1923	184	224,042	24,157	248,199	620,870	606,453	232,480

At the end of the year 1923 there were 184 registered trade unions of employees, with a membership of 248,199, and funds amounting to £232,480. The membership has increased considerably, the increase in the number of women members being a result of the extension of the industrial arbitration

system. The receipts during 1923 amounted to £620,870, including contributions, £597,129. Of the total expenditure, payments in respect of benefits amounted to £229,469, and management and other expenses, including legal charges in connection with industrial awards, etc., to £376,984. The total receipts and expenditure are liable to fluctuate under the influence of prevailing industrial conditions, the amounts being inflated in some years by the inclusion of donations for relief from one union to another.

The funds include cash and freehold property and such assets as shares in Trades Halls and newspapers. In the case of unions which are branches of federated unions the balance of funds at the close of the year is usually transferred to the credit of the central executive.

The following statement shows the receipts, expenditure, accumulated funds, and membership of trade unions of employees, according to industrial classification, in the year 1923:—

Industrial Classification.	Membership at end of year.			Receipts.	Expenditure.	Funds at end of year.	Funds per member.
	Males.	Females.	Total.				
	No.	No.	No.	£	£	£	s. d.
Engineering and Metal Working	29,858	40	29,898	60,155	58,177	24,540	16 5
Food, Drink, and Narcotics	18,653	6,095	24,748	19,240	18,666	11,742	9 6
Clothing	4,955	6,754	11,709	6,917	6,918	10,957	18 9
Printing, Bookbinding, etc.	4,430	1,010	5,440	10,861	10,726	20,885	76 9
Manufacturing, n.e.i.	14,224	1,412	15,636	21,010	19,004	18,843	24 1
Building	28,051	70	28,121	24,084	24,052	26,341	18 9
Mining and Smelting	18,005	...	18,005	364,425	352,140	43,278	48 1
Railways and Tramways	26,944	319	27,263	18,929	18,859	10,845	8 0
Other Land Transport	4,619	...	4,619	5,952	5,588	4,412	19 1
Shipping and Sea Transport	6,260	...	6,260	5,385	5,753	2,863	9 2
Pastoral	22,824	281	23,105	32,946	35,443	16,121	14 0
Governmental, excluding Railways and Tramways	19,694	3,794	23,488	20,633	22,681	15,985	13 7
Miscellaneous Industries	25,525	4,382	29,907	27,111	25,429	15,749	10 6
Labour Councils and Federations ... ..	...	...	...	1,159	1,142	163	...
Eight-hour Committees ... ..	...	...	...	2,063	1,875	9,756	...
Total Unions of Employees..	224,042	24,157	248,199	620,870	606,453	232,480	18 9

The average membership per union is 1,349, but the majority of the unions are small. In 1923 there were 33 with less than 100 members; 78 with 100 to 1,000 members; 53 with 1,000 to 5,000 members; 10 with 5,000 to 10,000; and only 2 unions had more than 10,000 members.

A number of the unions are affiliated with Labour Councils, which have been formed in the main industrial centres.

Unions of Employers.

The records of the Registry of Trade Unions show that few unions of employers seek registration under the Trade Union Act of 1881, so that the available information concerning them is scanty and does not afford any indication of the extent of organisation amongst employers.

The unions of employers registered under the Trade Union Act in 1923 numbered 19. The membership at the end of the year was 9,489, the receipts during 1923 amounted to £48,968, and the expenditure to £40,185. The funds at the end of the year amounted to £31,045.

Any employer or group of employers with at least 50 employees may register as an industrial union under the Industrial Arbitration Act.

INDUSTRIAL ARBITRATION.

The term "Industrial Arbitration" is used here in a broad sense to embrace all provisions made by legislation for the adjustment of industrial relations between employers and employees, by arbitration, by conciliation, or by co-operation of employers and employees.

In New South Wales there are two systems of industrial arbitration: one under State law, its operation being confined to the area of the State; and the Commonwealth system, which applies to industrial disputes extending beyond the limits of one State.

For details regarding the development of industrial arbitration readers are referred to the 1921 issue of the Year Book, as only a brief outline of the main provisions of the existing legislation is published in this issue.

THE STATE SYSTEM OF INDUSTRIAL ARBITRATION.

The fundamental principle of the State system is compulsory arbitration by a judicial tribunal—the Court of Industrial Arbitration—which adjudicates upon claims made by employers on the one hand and by registered organisations of employees on the other. Machinery is provided, however, for conciliation and for collective bargaining, and a notable feature of the system is the statutory provision made for the determination of a standard living wage, as the basis of all rates of wages prescribed under the arbitration law.

For the purpose of bringing an industry under the review of the industrial tribunals, the employees must be organised as a trade union under the Trade Union Act of 1881, and must obtain registration as an industrial union under the Industrial Arbitration Act. Registration for the purpose has been effected by practically all classes of employees throughout the State. The principal exceptions are workers in rural industries, who are specifically excluded from the operation of the State industrial arbitration system, and domestic workers in private houses, who are unorganised.

Registration as a union of employers may be granted to any person or group of persons employing not less than fifty employees, and prior registration under the Trade Union Act is not prescribed, as in the case of unions of employees.

The Court of Industrial Arbitration is a superior Court and a Court of Record, governed in procedure and decisions by the dictates of equity and good conscience. Judges of the Court are appointed permanently by the Governor, and the Court is constituted by a single judge, or, in certain cases, by two or more judges sitting together.

Industrial Boards, consisting of nominees of employers and employees and a chairman, which were an important factor in the arbitration system prior to 1916, are still appointed, but their functions are exercised by the Court, except in the district of Broken Hill, where, on account of distance from the industrial centres, the Court seldom sits, and the local boards continue their activities.

The jurisdiction of the Court and of the Industrial Boards extends over a wide range of industrial matters, including the determination of minimum wages and salaries up to £10 per week or £525 per annum, minimum prices for piece-work, hours, overtime rates, number of apprentices, and preference to unionists.

Proceedings before an industrial tribunal are initiated usually upon the application of employers of not less than twenty employees in any industry

or calling, or by an industrial union of employees. Matters may be referred also by the Ministerial head of the Department of Labour and Industry, and where the public interests are likely to be affected the Crown may intervene in any proceedings before a board or the Court, or may appeal from an award.

Awards are binding on all persons engaged in the industries or callings, and within the locality covered, for a period not exceeding three years specified therein, and after such period until varied or rescinded.

Awards are varied whenever a living wage declaration has been made by the Board of Trade, but it is a general rule that other variations should not be made during the currency of an award except in special cases, or by consent of the parties.

Appeal from an award of a board lies to the Court, but the pendency of an appeal does not suspend the operation of the award. Appeal from an award of a single judge lies to the Court constituted by three judges. Decisions of the Full Court are final.

Collective Bargaining and Conciliation.

Industrial and trade unions are empowered to make with employers written agreements, which become binding between the parties when filed in the prescribed manner.

The maximum term for which an agreement may be made is five years, but it continues in force after the expiration of the specified term until varied or rescinded, or terminated after notice by a party thereto. An industrial agreement may not provide for wages lower than the living wages declared by the Board of Trade, and whenever a living wage is declared by the Board during the currency of an agreement the Court may vary its wage provisions.

Collective bargaining is practised also in regard to awards, and the terms in many cases are arranged, wholly or in part, by the parties before the cases are taken before the Court.

Under provisions respecting conciliation an officer of the Department of Labour and Industry has been appointed a Special Commissioner with authority to intervene in industrial disputes. Whenever a question has arisen that might lead to industrial strife, or when a dislocation has occurred, the Commissioner may summon the persons concerned to meet in conference, and many disputes have been settled during preliminary investigations by the Commissioner or the departmental inspectors.

Conciliation committees, consisting of a chairman and two or four members, equally representing employers and employees, may be appointed for certain industrial districts, and for occupations in which more than 100 employees are engaged. A conciliation committee may inquire into any industrial matter within its district or concerning the occupation to which it relates. It has no compulsory powers, but if an agreement is made and registered it has the effect of an industrial agreement. Since 1918, when general statutory provision was made for the constitution of conciliation committees, 30 have been appointed and 15 were in existence in December, 1924.

Industrial Awards and Agreements.

During the year ended 30th June, 1924, the Industrial Boards made one principal award and 4 awards of variation, and the Court of Industrial Arbitration made 59 principal awards, and 278 variations. The industrial agreements filed with the Registrar numbered 67. At the end of the period there were 321 awards and 127 agreements in force.

The number of awards made by the boards and by the Court and the number of agreements filed during each of the last nine years is shown below:—

Year ended 30th June.	Industrial Boards.		Awards made by Boards.		Awards made by Court of Industrial Arbitration.		Agreements filed.
	In existence at 30th June.	Cost during the Year.	Principal.	Variation.	Principal.	Variation.	
		£					
1916	233	14,211	151	135	...	66	40
1917	237	12,900	169	99	7	127	53
1918	237	1,543	18	15	75	116	31
1919	238	277	3	2	106	88	48
1920	252	345	5	1	136	269	76
1921	271	189	9	1	104	390	75
1922	276	101	1	2	80	272	54
1923	274	37	4	1	69	585	62
1924	274	15	1	4	59	278	67

Complaints regarding breaches of award and industrial agreements are investigated by officers of the Labour and Industry Department, who may direct prosecutions. Proceedings may be taken also by employers and by the secretaries of industrial unions, and the cases are dealt with by the Industrial Registrar or the industrial magistrates.

During the year ended June, 1924, the Industrial Magistrates heard 1,505 cases, and the convictions numbered 939. An aggregate amount of £3,761 was ordered to be paid as penalties, wages, subscriptions, etc., and costs amounted to £1,152.

THE BOARD OF TRADE.

The Board of Trade, which was created in June, 1918, is composed of a president (who is a judge of the Court of Industrial Arbitration), a deputy president, and four commissioners, appointed for a term of five years.

Its most important administrative function is the determination of the living wages for men and for women, which are the basis of the wage determinations of the other industrial tribunals.

The Board declares the living wages, after public inquiry as to the increase or decrease in the average cost of living, at such times as it thinks fit, but at intervals of not less than three months. The rates declared for each sex are the lowest which may be prescribed by industrial awards or agreements, but under certain conditions, an industry may be excluded from the operation of an award or agreement.

Details regarding the living wage declarations made by the Board are shown on page 692

The Board is authorised to exercise control over matters relating to apprentices and apprenticeship. Its other functions are advisory.

Under the Monopolies Act, 1923, the Board is authorised, upon reference by the Attorney-General, to make inquiries in respect of alleged monopolies or combinations to control supplies or prices, or to restrain trade in any commodity or service to the detriment of the public.

The only inquiry of this nature was undertaken in 1924 in respect of the industry of roofing tiles. After investigation the Board found that a group of the manufacturers had combined to monopolise the trade in roofing tiles and accessories; that an association of master tilers had combined with the manufacturers to monopolise the service of fixing tiles and accessories on roofs; and that such combination was detrimental to the public.

The facts, as presented to the Board, indicated that the supply of roofing materials fell below the demand after the outbreak of the war as a result of the cessation of importation. The price of local products advanced rapidly

and new factories were established until the supply overtook the demand and prices fell again. The leading manufacturers formed an association for protective purposes and out of this organisation sprang a company—Roofing Tiles Ltd.—which in the opinion of the Board was not really formed for trading purposes, but to carry out an agreement to restrict the output and to establish a standard price for tiles and accessories. The Board formed the opinion also that the Master Tilers' Association entered into agreements and understandings with Roofing Tiles Ltd. by which these organisations secured control of the business of fixing tiles on roofs, the manufacturers' association agreeing to discontinue supplies to master builders.

The Board recommended that copies of agreements made by groups of manufacturers or distributors for the purpose of controlling or regulating the supply and prices of commodities should be lodged with the Attorney-General and that such associations should be obliged to keep proper records of their transactions, minute books of all proceedings, and accounts of all funds received and disbursed.

As a result of the Board's report the Attorney-General has commenced legal proceedings under the Monopolies Act against the firms concerned.

THE COMMONWEALTH SYSTEM OF INDUSTRIAL ARBITRATION.

The Commonwealth system of industrial arbitration applies only to disputes which extend beyond the limits of any State. It differs from the State system in many important features, *e.g.*, powers of compulsory arbitration are exercised only when conciliation has failed, and the jurisdiction of the Court is limited to cases in which industrial disputes have occurred or are impending. Moreover, the Court has not the power to declare an award a common rule in an industry, and its determinations are binding only on the parties to the dispute, *viz.*, the employees cited in a case and the members of the unions concerned who are employed by them.

Organisations of employers and of employees, representing at least 100 employees, may be registered on compliance with prescribed conditions, registration being a necessary qualification to entitle unions to submit disputes to the Court, or to be represented in proceedings relating to disputes.

The Court of Conciliation and Arbitration consists of a President and Deputy-Presidents appointed by the Governor-General. The President is charged with the duty of endeavouring to reconcile the parties to industrial disputes, and for the purpose he may convene compulsory conferences.

The Court endeavours to induce the settlement of disputes by amicable agreement, or, failing an agreement, determines the disputes by award. Industrial agreements, when filed, are binding on the parties thereto. The awards and agreements are made for a specified period up to a maximum of five years, and after the expiration of the definite period an award continues until a new award is made, unless the Court orders otherwise. Agreements continue unless rescinded, or terminated by notice.

The powers conferred upon the Federal Court include the power to determine rates of wages, hours, and other conditions of employment, and to grant preference to members of organisations.

The Industrial Peace Acts of 1920 provide for the appointment of special tribunals with powers to deal with industrial disputes similar to those exercised by the Court of Conciliation and Arbitration or by the President of the Court. A special tribunal consists of an equal number of representatives of employers and employees, and a chairman. An award or order of a special tribunal, or an agreement made at a conference and filed with the Industrial Registrar, is binding on the parties, and may be enforced as an award of the Court.

Special tribunals have been appointed in connection with the coal and shale, the coke, and the shipbuilding industries, the first mentioned being of special importance in New South Wales, where most of the Australian coal is produced.

Among the important industries subject to Federal awards and agreements are shipping, pastoral, coal-mining, shipbuilding, timber trades, clothing factories, breweries, glass works, and rubber works.

At 30th June, 1924, there were 137 awards of the Commonwealth Court, and 327 industrial agreements in force, of which 81 awards and 67 agreements applied in New South Wales.

Crown Employees and Arbitration.

Under the State Arbitration system, employees of the State Government and of governmental agencies, with the exception of those employed in terms of the Public Service Acts and the police, have access to the industrial tribunals for the settlement of disputes and the regulation of the conditions of their employment.

In the case of employees under the Public Service Act, salaries up to £525 per annum are determined by agreement between the Public Service Board and an organisation of public servants or by salaries committees, consisting of representatives of the Public Service Board, the class of employees concerned, and the department in which they are engaged. Other matters are regulated by the Public Service Board. Appeal against the decisions of the committees lies to the Public Service Board or to a tribunal consisting of a Judge and two members of the Board.

An appeal tribunal has been constituted in relation to the police force, to determine appeals against decisions of the Inspector-General of Police in regard to promotions or punishments. The tribunal is constituted by a Judge of the District Court, with or without assessors.

The rates of pay and terms and conditions of employment in the public services of the Commonwealth are regulated by a special tribunal constituted by an arbitrator appointed by the Governor-General to deal exclusively with the public services. There is no appeal against the decisions of the arbitrator, but they do not come into operation until they have been laid before both Houses of the Commonwealth Parliament. At 30th June, 1924, there were in force 29 determinations of the Public Service Arbitrator. With one exception these determinations applied to Commonwealth employees in New South Wales.

Relation between State and Commonwealth Systems.

The relation between the State and Commonwealth systems in respect of industrial awards and orders rests upon the provision of the Commonwealth Constitution Act that if a State law is inconsistent with a Federal law, the latter prevails, the former becoming inoperative so far as it is inconsistent. There is, however, no organic connection between the industrial systems. The industrial authorities have adopted generally the same broad principles for the promotion of industrial peace and the maintenance of standard conditions, but fundamental differences in legislation prevent them from co-ordinating their methods and practices and from blending their determinations into an industrial code for the guidance of employees and employers in all branches of industry throughout the Commonwealth. Thus differences arise in regard to wage determinations, which are liable to cause disaffection by disturbing the distinctions in grade, as expressed by wages, which have been recognised for many years amongst skilled workers. The overlapping of jurisdiction also tends to confusion, especially in industries giving employment to members of a number of craft unions, each working under a separate award or agreement.

An important question in regard to the relation between the State and Federal systems is the extent to which conditions of employment in State services and State industrial undertakings should be immune from interference by the Federal industrial authority. It has been established by High Court decision in a case relating to taxation by a State of salaries of Commonwealth employees that the Commonwealth in its jurisdiction is immune from State interference. This principle was applied reciprocally in a case in which the High Court decided that the Commonwealth Conciliation and Arbitration Act should not apply to disputes between the Governments of the States and the State railway employees. The latter judgment, however, was overruled in a subsequent case (*The Amalgamated Society of Engineers*), and the Commonwealth Arbitration Court has decided that it is bound to make an award in respect of employees of a State Government unless the rates paid and the conditions of work conform to the usual rules and conditions laid down by the Court.

HOURS OF WORK.

The 8-hour day has been recognised for many years as the standard working day in New South Wales, although the standard is more correctly expressed as the 48-hour week, the usual working time being $8\frac{1}{4}$ hours on 5 days and $4\frac{1}{4}$ hours on Saturday, though some factories complete the week's work in 5 days, leaving Saturday a whole holiday.

The Factories and Shops Act prohibits the employment in factories of youths under 16 and of women for more than 48 hours in any week, though overtime not exceeding 3 hours in any day is allowed on 30 days in a year, or by written permission of the Minister, on 60 days.

Hours of employment in shops are restricted by the Early Closing Acts. Except in the case of specified shops, only one late shopping night is allowed, when the closing hour must not be later than 10 o'clock. On four days a week the shops must close at 6 o'clock, and on one day at 1 o'clock. In the Metropolitan and Newcastle districts, and in the country shopping districts in the county of Northumberland, the shops are subject to the Saturday Half-holiday Act; the late closing night is on Friday, and the 1 o'clock closing on Saturday. In other districts the half-holiday is either on Wednesday with the late night on Saturday, or on Saturday with the late night on Friday.

In metalliferous mines, workmen may not be employed below ground for more than 8 hours during 24 hours, or 88 hours in 14 days, or 132 hours in 21 days. A shift may not exceed 6 hours, if, during 4 hours, the temperature is above 81 degrees Fahrenheit. In the coal-mining industry the hours as fixed by a special tribunal in 1916 are as follows—Eight hours bank to bank, inclusive of one half-hour for meal time, on Monday to Friday, and 6 hours bank to bank, inclusive of one-half hour for meal time, on Saturday, Sunday, and holidays, the usual number of shifts being eleven per fortnight.

The Eight Hours Act of 1916, and its amendments, provide that the ordinary working hours in industries generally may not exceed 8 per day on 6 consecutive days, or 48 per week, or 96 in 14 consecutive days—as determined by industrial award or agreement. Overtime may be permitted by the terms of an award or agreement, and the ordinary hours may be increased by the Court of Industrial Arbitration if the public interest requires it, provided that the health of the employees will not be injured thereby.

The Court or an industrial board may reduce the working hours in an industry if the health, comfort, or wellbeing of the employees justify a reduction. A shorter working week than 48 hours may be awarded also in cases in which it is a well-established practice of the industry concerned.

In the 1921 and 1922 issues of the Year Book particulars were published regarding the introduction of a 44-hour week in many industries, and the reversion in 1922 to 48 hours. Since the latter date several applications have been made to the Court for a reduction of hours on the ground that the health and wellbeing of the employees require it. Some applications have been granted. In cases where medical evidence is lacking, the Court refers them to the Attorney-General in order that a medical expert may conduct an independent inquiry into the health conditions for the guidance of the Court.

A short working week is prescribed for those trades which are recognised as unhealthy, such as rock-chopping and sewer-mining—for which the hours vary according to the working conditions, the minimum being 25 per week—for stone-masonry, and metalliferous mining (underground); and for industries in which the majority of the workers are women.

The general practice of the Commonwealth Court of Conciliation and Arbitration is to adhere to the standard hours of 48 per week, and shorter hours are granted only in exceptional cases, *e.g.*, to miners working below ground, to builders' labourers who are required to spend much time in travelling to jobs, and to clothing factory hands, who are mostly women. An award increasing the hours of work in any industry, or reducing them, unless they are over 48 per week, may be made only after the case has been heard by the President and at least two Deputy Presidents, and approved by a majority of the Court thus constituted.

PREFERENCE TO UNIONISTS.

It is a general rule of the Court of Industrial Arbitration of New South Wales to grant preference to a union which substantially represents the trade concerned.

Preference may not be granted to members of a trade or industrial union who shall have taken part in, aided, or abetted an illegal strike after the passing of the Industrial Arbitration (Amendment) Act, 1918. Any declaration granting preference may be cancelled by the Court if the union, or any substantial number of its members, takes part in a strike. If a lesser number takes part in a strike, the Court may suspend the declarations.

The Commonwealth Court is authorised to grant preference to members of registered organisations, but it is the usual practice to refuse to order preference if the respondents undertake not to discriminate against unionists. An award, order, or agreement under the arbitration systems may not operate to prevent the employment of returned soldiers or sailors.

APPRENTICESHIP.

Conditions of apprenticeship in New South Wales are subject to general regulation in terms of the Apprentices Act of 1901, which prescribes that children may not be indentured until they reach the age of 14 years, the maximum term of apprenticeship being seven years. The hours of work may not exceed 48 per week, except in farming occupations and in domestic service. An amendment of the Act was made in 1915 to protect the interests of apprentices enlisting for active naval or military service.

The Industrial Arbitration Act confers upon the industrial tribunals authority to attach certain conditions to the employment of apprentices, the term being defined to include all employees under 22 years of age serving a period of training under indenture or other written contract for the purpose of rendering them fit to be qualified workers in an industry. Thus, the conditions in nearly all the skilled occupations in which apprenticeship is a

recognised custom have been determined by industrial awards and agreements. It is provided, however, that when the Board of Trade exercises its powers in regard to the control of apprenticeship in any industry the relevant provisions of awards and agreements shall cease to have effect.

The Board of Trade, upon its establishment in 1918, was charged with important powers and functions in relation to apprenticeship which gave it virtual control of this phase of industrial employment, but its plans were not put into operation until 1923, when apprenticeship in a number of occupations became subject to its authority. A separate set of regulations is issued in respect of each occupation so that, while the same general principles may be observed, they may be modified to meet the special circumstances of any trade.

Contracts of apprenticeship must be registered with the Board. A short period of probation is allowed before indenture. The normal period of apprenticeship is usually five years in the case of boys entering the trade before reaching the age of 17 years. Shorter periods are arranged for those entering at older ages, and such apprentices are required usually to attend trade or continuation schools, and, in some cases, to pass through courses of intensive training. In several occupations adult apprenticeship is allowed, with the Board's consent, under special contract. To obviate difficulties which arise from the intermittent employment of those qualified to undertake the training of apprentices, it is provided that apprentices may be transferred from one master to another, and that organisations of employers and of operatives, by official representatives, may be masters of apprentices.

In some occupations the proportion of apprentices to journeymen is fixed by regulation, and in others the Board undertakes to limit the proportion in the case of individual employers if the necessity arise. The rates of wages are prescribed for the apprentices in each trade. The hours and other conditions of employment are those determined by the industrial awards relating to the trade.

The occupations for which regulations had been issued by the Board of Trade, as at 31st March, 1925, are shown below:—Boilermakers, bricklayers, carpenters and joiners, electrical fitters and electrical mechanics, fibrous plaster fixers, marble and slate workers, masons and polishers, metal ceiling fixers, painters and decorators, plasterers, plumbers, slaters, tilers and shinglers, stone cutters and setters, stone masons and polishers, tilelayers, coopers, furniture trades, shipwrights and boat-builders, coachmakers, engineers, farriers, metal moulders, tinsmiths, sheetmetal workers, gasmeter makers and repairers and the printing trades.

Provision is made under the Juvenile Migrants' Apprenticeship Act, 1923, to establish a system of apprenticing juvenile assisted immigrants. Under certain conditions they may be apprenticed until they reach the age of 21 years, but the maximum period of apprenticeship to farming is three years. During indenture the apprentices are under the control of the Minister for Labour and Industry.

INDUSTRIAL DISLOCATIONS CONTINGENT UPON DISPUTES.

Within the jurisdiction of the Commonwealth Conciliation and Arbitration Act lockouts and strikes are prohibited under a penalty of £1,000. Under the State law strikes may be recognised as lawful if fourteen days' notice of the intention to strike has been given to the Minister for Labour and Industry, except strikes by employees of the Government or of municipal and shire councils, or by workers engaged in military or naval contracts. Strikes are illegal also in industries in which conditions of employment are regulated by award or agreement, unless the award has been in operation for at least twelve months and the union has decided by a secret ballot

to withdraw from its conditions. When a strike is contemplated, or at any time during a strike, the Minister may direct a secret ballot to be taken in order to ascertain whether the majority of the unionists concerned is or is not in favour of the strike.

The maximum penalty for being concerned in a lockout is £1,000, and for an illegal strike £500 in the case of a union, and £50, or six months' imprisonment, in regard to an individual. Penalties may be imposed also for obstructing a ballot, for picketing in connection with an illegal strike, or for inducing persons to refrain from handling any commodity during a strike.

Particulars of Dislocations.

Records relating to industrial dislocations contingent upon disputes in all classes of industry in New South Wales are kept by the Department of Labour and Industry. Data are obtained principally from reports by police officers, departmental inspectors, and managers of coal-mines, also from managers of other industrial establishments, from union secretaries, and from newspapers and trade journals.

In the compilation of the tables relating to industrial dislocations contingent upon disputes, it is the rule of the Department of Labour in counting the number of dislocations to consider that the cessation of work contingent upon any one dispute constitutes only one dislocation. For example, if a section of employees in an industry ceases work and the dispute extends subsequently to other employees in that industry in the same or in other localities, one dislocation is recorded. On the other hand, if employees in other industries cease work in sympathy with the militant unions, the sympathy strikes are counted as another dislocation, that is, one in addition to the original dislocation.

In the coal-mining industry, when the action of one section of the employees has caused a complete cessation of the operations of the mine, the number counted is the full complement of the mine. Where a section has ceased work and the operations of the mine have continued, only those who ceased work have been included as workers involved.

In calculating the working days lost, only actual working days, viz., days on which work would ordinarily be performed, have been counted, but apparently no allowance has been made for intermittency of employment, and it has been assumed that if the dispute had not occurred work would have been continuous during the period of its currency.

The following statement shows, so far as can be ascertained, the number of workers involved, and the time lost by industrial dislocations contingent upon disputes in each year since 1914. Particulars are shown separately regarding dislocations which originated during the year specified, and those which commenced at an earlier date:—

Year.	Dislocations.			Workers Involved.			Working Days Lost during Year.		
	An- terior.	New.	Total.	Anterior.	New.	Total.	Anterior.	New.	Total.
1914	6	313	319	631	75,256	75,887	9,418	747,737	757,155
1915	7	314	321	3,716	94,346	98,062	164,035	470,207	634,242
1916	5	344	349	5,144	157,102	162,246	261,987	895,338	1,157,225
1917	5	289	294	1,294	144,704	145,998	18,813	2,857,515	2,876,328
1918	1	152	153	340	38,652	38,992	4,080	186,344	190,424
1919	7	306	313	1,949	123,174	125,123	19,484	2,113,114	2,132,598
1920	9	411	420	10,023	151,018	161,041	1,558,634	741,744	2,300,378
1921	4	555	559	20,597	169,510	190,107	227,645	438,273	665,918
1922	3	479	482	358	188,861	189,219	733	587,726	588,459
1923	2	250	252	957	88,739	89,696	28,143	861,419	889,562
1924	4	520	524	484	185,268	185,752	28,634	611,135	639,769

A classification of the dislocations according to mining and non-mining industries reveals the fact that disputes leading to a suspension of work occur more frequently and are more extensive in the mining industry than in all other industries combined. The following statement shows the particulars in relation to each group of the dislocations which commenced in each year from 1914 to 1924. The working days lost have been assigned to the year in which the dislocation commenced, and for this reason the figures differ from those in the previous table, which show the loss actually occurring during each year.

Year.	Dislocations.			Workers Involved.			Working Days Lost.		
	Mining.	Non-mining.	Total.	Mining.	Non-mining.	Total.	Mining.	Non-mining.	Total.
1914	220	93	313	56,372	18,884	75,256	732,294	179,478	911,772
1915	225	89	314	66,211	28,135	94,346	576,109	162,386	738,495
1916	209	135	344	129,920	27,182	157,102	649,292	258,458	907,750
1917	185	104	289	77,147	67,557	144,704	1,184,594	1,677,001	2,861,595
1918	106	46	152	30,246	8,406	38,652	104,751	101,077	205,828
1919	228	78	306	86,778	36,396	123,174	2,958,056	713,692	3,671,748
1920	351	60	411	109,464	41,554	151,018	316,823	652,566	969,389
1921	531	24	555	145,282	24,228	169,510	360,652	78,354	439,006
1922	417	62	479	171,327	17,534	188,861	470,972	144,897	615,869
1923	197	53	250	86,110	2,629	88,739	878,820	11,233	890,053
1924	483	37	520	173,160	12,078	185,268	537,040	103,531	640,571

It is difficult to obtain reliable information regarding the cost of industrial dislocations, especially during a period of abnormal industrial conditions and frequent changes in rates of wages, etc. An estimate of the losses in wages in each of the last ten years is shown below, the method adopted being as follows:—The working days lost were classified into the fourteen industrial groups for which the average rates of wages are shown subsequently in this chapter, the days being assigned to the year in which the dislocation commenced; the days lost in respect of each group in each year were then multiplied by the rates of wages which is the mean of the average rate for adult males in that group, as at the end of that year and at the end of the previous year.

Year.	Working Days Lost.			Estimated Loss of Wages.		
	Mining.	Non-mining.	All Industries.	Mining.	Non-mining.	All Industries.
	Days.	Days.	Days.	£	£	£
1914	732,294	179,478	911,772	384,500	86,000	470,500
1915	576,109	162,386	738,495	308,500	74,700	383,200
1916	649,292	258,458	907,750	372,000	133,100	505,100
1917	1,184,594	1,677,001	2,861,595	730,500	879,400	1,609,900
1918	104,751	101,077	205,828	65,900	54,900	120,800
1919	2,958,056	713,692	3,671,748	1,990,600	420,100	2,410,700
1920	316,823	652,566	969,389	252,800	485,100	737,900
1921	360,652	78,354	439,006	317,100	66,600	383,700
1922	470,972	144,897	615,869	411,100	115,400	526,500
1923	878,820	11,233	890,053	765,300	9,000	774,300
1924	537,040	103,531	640,571	469,900	82,800	552,700

The above quotations of estimated loss of wages are open to question in so far as the records are deficient in regard to the sex and age of the workers involved, therefore allowance has not been made for the proportion of women and juveniles. The proportion is small, however, as the dislocations were relatively unimportant in industries in which the majority of the women and juvenile workers are employed. Another factor for which allowance has not been made is the extent to which losses in wages during a dislocation were compensated by higher rates of pay or increased activity

after resumption of work, *e.g.*, in the coal-mining industry, where operations are affected in normal times by intermittency due to trade conditions or blocks in the transport system.

Information is given in the following table regarding the duration of the dislocations which originated during the year 1924:—

Duration in Working Days.				Dislocations.	Workers Involved.	Work Days Lost.
Under 1 day	...	...	...	30	11,411	3,828
One day	...	...	...	269	107,755	107,755
Over 1 and not exceeding 7	...	...	...	165	50,491	148,114
" 7	"	"	14	25	8,441	85,063
" 14	"	"	21	7	2,632	45,411
" 21	"	"	28	2	82	2,096
" 28	"	"	50	10	2,543	98,731
" 50	"	"	100	9	1,570	103,581
" 100	...	...	...	3	343	45,992
Total				520	185,268	640,571

A very large proportion of the dislocations are of brief duration. The number of workers affected by dislocations lasting one day or less during 1924 was 119,166, and the loss of working days 111,583. These brief dislocations accounted for approximately 58 per cent. of the total number, 64 per cent. of the workers involved, and 17 per cent. of the working days lost.

The causes of the disputes which led to dislocations in the mining industries and in the non-mining group are classified in the following statement. Dislocations arising from the employment of non-union labour are included in the category, "employment of persons, etc." Those pertaining to the recognition of a union and the enforcement of union rules are classified under the head of "trade unionism."

Cause.	Mining.			Non-Mining.			All Industries.		
	Dislocations.	Workers involved.	Working days lost.	Dislocations.	Workers involved.	Working days lost.	Dislocations.	Workers involved.	Working days lost.
Wages	104	35,518	175,267	12	2,031	8,867	116	37,549	184,134
Hours	25	7,471	20,424	6	7,133	84,182	31	14,654	104,606
Working conditions	137	43,852	124,806	4	816	3,655	141	44,668	128,461
Employment of persons or classes of persons	103	20,811	138,497	10	1,739	5,667	113	32,550	144,164
Trade unionism	15	6,898	18,117	3	273	710	18	7,171	18,827
Sympathy	12	605	3,420	1	30	450	13	635	8,870
Miscellaneous	61	39,232	43,198	..	..	..	61	39,232	43,198
Not stated	26	8,803	13,311	1	6	..	27	8,809	13,311
Total	483	173,190	537,040	37	12,078	103,531	520	185,268	640,571

In the mining industries disagreements about wages involved the greatest loss of working time during 1924, *viz.*, 33 per cent. The greatest number of dislocations and of workers involved were in cases of disputes relating to working conditions, to which 23 per cent. of the loss was due. In the non-mining group the important cause of dissension was the question of hours of work, 81 per cent. of the loss of working time being due to such disputes.

By extending the analysis of the causes of disputes over a period of eleven years from 1914 to 1924, it is found that in the mining industries 33 per

cent. of the time lost was due to disagreements in relation to trade unionism. Disputes arising out of the question of hours of work were the cause of 20 per cent.; "wages" stands third on the list with 13 per cent., and those grouped under the heading of "sympathy" were responsible for 13 per cent.

In non-mining industries, on the other hand, wages was the subject of disputes, which were responsible for greater loss than those arising from any other cause, viz., 33 per cent. of the total, and sympathetic strikes showed the high proportion of 23 per cent., hours 21 per cent., and working conditions 18 per cent.

Taking all classes of industries together, the experience of the eleven years shows that about 22 per cent. of the loss of working time was incurred through disputes about trade unionism and one-fifth in disputes about hours, and one-fifth in regard to wages. The proportion attributed to sympathy was 16 per cent.

In 1924, matters in dispute in regard to 448 dislocations were adjusted by direct negotiation between the parties, after a loss of 419,666 days; 21 dislocations, involving a loss of 176,325 days, were brought to conclusion as the result of arbitration; and in 2 cases, with a loss of 11 working days, the workers were replaced. Of the balance, some were dislocations in which demands were not formulated, the cessation of work being for the purposes of demonstration, sympathy, etc., and in the other cases the method of settlement was not recorded.

Of the dislocations which commenced in 1924, seventy-four, involving a loss of 47,503 working days, resulted in modifications more or less in accordance with the workers' claims, but modifications were not made in regard to 369 disputes, which caused a loss of 469,014 days. The results of the remaining cases were not recorded.

INDUSTRIAL HYGIENE.

Legislation, with the object of safeguarding industrial workers from accident and disease, is included in the Factories and Shops Act, 1912, the Shearers' Accommodation Act, 1901, the Scaffolding and Lifts Act, 1912, the Mines and Inspection Acts, 1901 and 1914, and the Coal Mines Regulation Acts, 1912 to 1922. The Acts relating to mining are administered by the Department of Mines. Otherwise, inspection with the object of securing compliance with the industrial laws is a function of the Department of Labour and Industry.

The Factories and Shops Act, 1912, which consolidates previous enactments, provides for the sanitation of factories, etc., the safeguarding of machinery, and protection from fire. Restrictions are placed upon the employment of women and of juveniles, especially in regard to overtime and in dangerous occupations. Occupiers of factories are required to keep and to supply to the inspectors full records regarding out-workers employed, and in terms of certain industrial awards the employment of out-workers is allowed only by special permission. Details relating to the employment of women and children in factories are shown in the chapter, "Manufacturing Industry."

Under the Shearers' Accommodation Act, 1901, station owners are required to provide proper accommodation for shearers. The Act applies only to shearing-sheds where at least 6 shearers are employed.

The Scaffolding and Lifts Act, 1912, regulates the construction and use of scaffolding, lifts, cranes, hoists, and derricks. The Act operates in the Metropolitan Police District and in the Newcastle District. On 31st December, 1924, there were 2,963 lifts under supervision as compared with 2,803 in 1923. Since 1909 persons operating passenger lifts have been required to obtain certificates of competency.

Industrial Accidents.

In regard to the factories, accidents, fatal or otherwise, are reported to the factory inspectors, upon whom rests the responsibility of seeing that all dangerous portions of machinery are properly and securely fenced and guarded. Special regulations have been made regarding precautions against the risk of accident in connection with the use of steam boilers and other pressure vessels.

The following table shows the number of accidents caused by machinery, explosions, hot liquids, &c., reported in factories during the three years, 1922 to 1924, and the rate per 10,000 employees:—

Accidents caused by machinery, etc.	Number reported.			Rate per 10,000 Employees.		
	1922.	1923.	1924.	1922.	1923.	1924.
Fatal	10	11	6	·81	·86	·44
Partial disablement	149	145	179	12·14	11·39	13·26
Temporary incapacitation	620	746	837	50·52	58·60	62·00
Total	779	902	1,022	63·47	70·85	75·70

On the figures shown above, about 1 per cent. of the accidents were fatal, and over 80 per cent. caused temporary incapacitation. Records are not available to show the time lost through mishaps.

During the year 1924 there were 22 fatal and 82 non-fatal accidents in connection with lifts, scaffolding, cranes, boilers and building operations. Particulars of accidents in mines and of railway and tramway accidents are shown in other chapters of this Year Book.

Industrial Diseases.

Reliable records relating to industrial diseases are not available, but certain occupations are, with good reason, regarded as unhealthy, and provision has been made under the Workmen's Compensation Acts in respect of certain occupational diseases. In the majority of unhealthy or noxious trades the hours are short and the wages are comparatively high. Regulations under the Factories and Shops Act have been framed with a view to minimising the risk of industrial diseases, and the use of white phosphorus in match factories has been prohibited by the White Phosphorus Matches Prohibition Act, 1915.

WORKMEN'S COMPENSATION.

The State law relating to workmen's compensation is contained in the Workmen's Compensation Acts, 1916 and 1920, the Workmen's Compensation (Silicosis) Act, 1920, the Workmen's Compensation (Broken Hill) Act, 1920, and the Workmen's Compensation (Lead Poisoning—Broken Hill) Acts, 1922 and 1924.

The Workmen's Compensation Acts, 1916 and 1920, relate to all employees whose remuneration does not exceed £525 per annum, the wage limit having been increased from £312 to £525 per annum in 1920. The exceptions are casual hands employed otherwise than for the purpose of the employer's trade or business, members of the police force, outworkers, and members of the employer's family dwelling in his house.

The Acts apply in respect of certain industrial diseases, as specified in a schedule, and in respect of accidents which cause disablement for at least one week. Seamen employed on ships whose first port of clearance and whose destination are in New South Wales may claim compensation under these Acts, if they agree not to proceed also under the Seamen's Compensation Act of the Commonwealth.

The amount of compensation in cases where death results from the injury is as follows:—

If workman leaves persons wholly dependent upon his earnings, a sum equal to three years' earnings, or £300, whichever is the larger sum, but not exceeding £500.

If workman leaves persons in part dependent, a sum agreed upon or fixed by arbitration.

If he leaves no dependents, expenses of medical attendance and burial up to £20.

Where total or partial incapacity for work results from the injury, a workman is entitled to a weekly payment during the incapacity not exceeding two-thirds of his average weekly earnings. Such weekly payment may not exceed £3, and the total liability in respect thereof may not exceed £750.

If a workman under 21 years of age is totally incapacitated he may be paid 100 per cent. of his average weekly earnings, but the weekly payment may not exceed 15s.

Provision is made whereby an employer may contract with his workmen that a scheme of compensation approved by the Registrar of Friendly Societies may be substituted for the provisions of the Acts.

The Workmen's Compensation (Lead Poisoning—Broken Hill) Acts, 1922 and 1924, extend the provisions for the payment of compensation to persons disabled in the Broken Hill mines by lead-poisoning or its sequelæ. The duties of certifying surgeon or medical referee are entrusted to a board consisting of three medical practitioners appointed by the Governor, including one nominated by the mine owners and one by the workmen.

The following statement shows particulars regarding compensation in respect of accidents paid under the Workmen's Compensation Acts mentioned above during the five years, 1919 to 1923:—

Year.	Accidents.				Compensation.			
	Death.	Disablement Compensated by—		Total.	Death.	Disablement Compensated by—		Total.
		Lump Sum.	Weekly Payment.			Lump Sum.	Weekly Payment.	
1919	115	194	11,793	12,102	£ 41,206	£ 25,381	£ 91,646	£ 158,233
1920	104	157	12,976	13,237	38,407	26,105	107,084	171,596
1921	120	167	16,079	16,366	39,762	28,417	196,378	264,557
1922	101	248	17,015	17,364	39,672	38,989	211,745	290,403
1923	90	194	18,666	18,950	34,067	31,819	224,939	290,845

In respect of fatal accidents in 1923, an amount of £30,365 was paid to persons wholly dependent, £3,501 to persons partially dependent, and £201 as medical and burial fees, etc.

Records relating to industrial diseases show that compensation under the foregoing Acts was paid in respect of 163 cases in 1923, viz., 38 cases which originated during the year, and 125 cases continued from previous years. Particulars for the five years 1919 to 1923 are as follows:—

Year.	Cases.			Diseases.			Compensation.
	Fatal.	Non-fatal.	Total.	Lead Poisoning.		Other Diseases.	
				Mining.	Other Industries.		
1919	1	40	41	39	1	1	£ 3,188
1920	14	82	96	63	19	14	14,896
1921	11	162	173	145	5	23	19,453
1922	10	179	189	143	10	36	24,279
1923	9	154	163	113	10	40	19,622

All the fatal cases in 1923 were due to lead poisoning, including eight from the Broken Hill mines. Of the non-fatal cases there were 39 cases of nystagmus in the coal-mining industry, one of arsenic poisoning in the smelting industry, and 114 of lead poisoning, including 105 cases from the Broken Hill mines. The compensation paid in respect of lead poisoning amounted to £16,362, and on account of other diseases to £3,259.

In terms of the Workmen's Compensation (Broken Hill) Act, 1920, which will remain in force until September, 1928, a fund has been established for the relief of metalliferous miners, who, having contracted pneumoconiosis or tuberculosis, have been incapacitated from further work in the Broken Hill mines. The fund is maintained by contributions—one-half by the Government of New South Wales and one-half by the mine owners. The compensation paid in each year from 1921 to 1924 was £54,061, £56,336, £60,750, and £63,843 respectively. At the end of 1924 the beneficiaries numbered 1,105, viz., 320 mine workers and 785 dependents, including 433 children. At the end of the previous year the beneficiaries numbered 1,105, including 430 children.

The Workmen's Compensation (Silicosis) Act, 1920, empowers the Government to establish a fund, to which employers may be required to contribute, for the payment of compensation with respect to workmen who suffer death or disablement owing to fibroid phthisis or silicosis of the lung, or other diseases of the pulmonary or respiratory organs caused by exposure to silica or other dust. As a fund has not yet been established, the Act remains inoperative.

In addition to the general enactments of the State, specific enactments of the Commonwealth provide for compensation to men in a particular class of work, such as that of seamen, which is subject to special risks, and to workers in the service of the Commonwealth Government.

WAGES.

The minimum rates of wages for nearly all classes of workers, male and female, adult and juvenile, are fixed by industrial tribunals exercising statutory authority.

Juvenile labour is protected also to some extent by a law passed in 1908 to prevent the threatened development in unorganised trades of a system under which young workers were being employed without remuneration. It provides that a minimum wage of not less than 4s. per week must be paid to factory workers, shop assistants, and others.

The Living Wage.

Early legislation empowering industrial tribunals to fix minimum wages, as incidental to the preservation of industrial peace, did not give any direction regarding the principles to be observed in the exercise of the function. In practice, the tribunals adopted the principle of basing their determinations on the living wage, which must be sufficient to secure to the unskilled worker a reasonable standard of living, as distinct from the secondary wage, which is remuneration for skill or other special qualifications.

Details regarding the development of the living wage principle since it was defined by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, in the well-known *Harvester* case in 1907, are published in the 1921 issue of the "Year Book," with particulars relating to the standard of living and the living wage determinations. In this issue only a brief description of the existing practice is inserted.

In the State jurisdiction the living wages for men and for women are fixed by the Board of Trade, after public inquiry regarding the average cost of living, and the declarations have statutory force as the basis of all industrial awards and agreements relating to wages. The Board's declarations were made annually until October, 1921. Subsequently the rates were reviewed at more frequent intervals, and in accordance with the most recent amendment of the Industrial Arbitration Act, passed in November, 1922, the Board may declare the living wages at intervals of not less than three months. An industrial award or agreement may not prescribe lower rates than those fixed by the Board, but the Court of Industrial Arbitration may refrain from making an award, or may cancel an award or agreement, if it is proved that serious unemployment in an industry may result from its operation. The Court may exempt from the provisions of an award or agreement employees entitled to benefit under a profit-sharing or co-partnership scheme.

Prior to the establishment of the Board of Trade, the Court conducted an inquiry into the cost of living in Sydney, and in 1914 fixed a living wage for men, which it varied in the two following years.

For the purpose of the declarations, the living wage is defined as the standard wage which will do neither more nor less than enable a worker of the class to which the lowest wage would be awarded to maintain himself, his wife, and two children, in a house of three rooms and a kitchen, with food, plain and inexpensive, but quite sufficient in quantity and quality to maintain health and efficiency, and with an allowance for miscellaneous expenses.

The principle of a living wage was not applied to women's wages under the State industrial arbitration system until the Board of Trade conducted its first inquiry into the cost of living in 1918. The standard adopted is the minimum wage which will cover the cost of living of the adult female worker of the lowest paid class, but having no other responsibility and living away from home in lodgings.

The variations in the living wages, as determined by the Court of Industrial Arbitration, and since 1918 by the Board of Trade, have been as follows:—In 1919 and earlier years the declarations related to the metropolitan area only.

Year.	Men.		Women.	
	Date of Declaration.	Living Wage.	Date of Declaration.	Living Wage.
		£ s. d.		£ s. d.
1914	16th February	2 8 0	...	...
1915	17th December	2 12 6	...	...
1916	18th August...	2 15 6	...	...
1918	5th September	3 0 0	17th December	1 10 0
1919	8th October...	3 17 0	23rd December	1 19 0
1920	8th October...	4 5 0	23rd December	2 3 0
1921	8th October...	4 2 0	22nd December	2 1 0
1922	12th May ...	3 18 0	9th October...	1 19 6
1923	10th April ...	3 19 0	10th April ...	2 0 0
1923	7th September	4 2 0	7th September	2 1 6
1925	24th August...	4 4 0	24th August...	2 2 6

In March, and in August, 1924, the Board decided, after inquiry, not to vary the rates fixed in September, 1923. The declarations as shown in the table did not apply to employees in rural occupations.

The Commonwealth Court assesses a basic rate for each case in which minimum wages are to be determined. The standard adopted is the Harvester wage, 7s. per day in Melbourne in 1907, which was based apparently on the needs of a man, his wife, and three children. The rate is adjusted to cover variations in the cost of living so as to ensure to the lowest paid worker the same standard of comfort as that rate gave in 1907.

In view of the fact that awards are made for extended periods, much difficulty has been experienced in devising a satisfactory method of adjustment. For some years after the Harvester wage was determined, the movement in the cost of living was slow, and wages were fixed by the Court after consideration of the cost of living at the time of the award, on the basis of the evidence given in the Harvester case. In July, 1913, the President decided to assess the basic wage, by applying to the Harvester rate the index number of the cost of food, groceries, and rent, as determined by the Commonwealth Statistician for the calendar year preceding the date when the award was made. Subsequently, as prices began to rise with increasing rapidity, it became the general practice to apply the index number for the twelve months immediately preceding the making of the award.

None of the foregoing methods, however, gave the desired result, and the Court decided that it was necessary in some cases to give awards a retrospective effect in order to relieve employees who had been receiving wages below a fair equivalent of the standard rate. Obviously, a system which involved retrospective pay had many disadvantages, and in 1921 the Court adopted a new rule to provide for the periodical adjustment of rates of wages during the term of an award. Under the existing method, introduced in December, 1921, it is a general rule to make the adjustments quarterly on a basic rate which is ascertained by applying to the Harvester wage the index number of the cost of food, groceries, and rent for the preceding quarter, and adding 3s. per week to the result. The sum of 3s. per week, though an arbitrary figure, was chosen after deliberation as a fair addition to cover possible increases in the cost of living in the quarter

succeeding each adjustment, and to set off past losses suffered by the workers during the period when wages had been lagging behind the rapidly rising prices.

A living wage for women workers has not been fixed by the Commonwealth Court, except in particular industries. In September, 1914, employees in the felt hat factories of New South Wales, Victoria, and South Australia were awarded 30s. a week—the full amount claimed. In May, 1917, a minimum Federal wage of 35s. a week was awarded for unskilled labour by women employed as ticket-sellers, cloak-room attendants, etc., in theatres and picture shows. Since 1919 the clothing industry, in which a large proportion of the female industrial workers are engaged, has been subject to Federal awards in all the States, except Western Australia. The living wage for women was fixed in the successive awards in respect of the clothing industry at the following rates: October, 1919, £1 15s.; May, 1921, £2 5s. 9d; November, 1923, £2 7s. 6d. In an award for theatrical and amusement employees, made in August, 1924, the rates for women were based on a wage of £2 10s. 6d., and in an award for women engaged in jam factories in June, 1925, on a rate of £2 4s. 6d., payable at the age of 18 years.

Living Wage in the other States.

In Queensland the Industrial Arbitration Court has adopted a practice of fixing a minimum wage for industries of average prosperity, and of determining a basic wage with regard to the particular circumstances of any industry of greater or less than average prosperity. In South Australia the standard living wage is fixed by the Board of Industry. In Victoria and Tasmania the rates of wages in the various industries are fixed by wages boards by a process of collective bargaining between the employers and the employees in the industry concerned, and the prescribed rates for unskilled labour vary accordingly. In Western Australia the Arbitration Court adjudicates in cases of disputes only, and assesses a basic rate for each case, using the same method of assessment as the Commonwealth tribunal.

The rates shown in the following statement for Melbourne, Perth, and Hobart are those which may be regarded as fair average or basic rates for unskilled labour at the respective dates specified in the table. The quotations for the Commonwealth represent the rates which, in accordance with the practice of the Court, would have been used in determining rates of wages, if the Court had made awards for the capital cities as at the specified dates. The rate for July, 1914, was calculated by applying to the Harvester wage, 7s. per day in Melbourne in 1907, the index number of the cost of food, groceries, and rent in the capital cities during the preceding twelve months, and the rates as at the other dates specified, by applying the index numbers for the preceding quarter and adding to the result the sum of 3s. per week.

Metropolitan Areas.	Living Wage—Adult Males.				
	1914 (July).	1922 (May).	1923 (April).	1924. (March).	1925 (June).
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Sydney	2 8 0	3 18 0	3 19 0	4 2 0	4 2 0†
Melbourne	2 5 0	3 19 6	3 18 0	4 3 6	4 4 6
Brisbane	2 2 0	4 0 0	4 0 0	4 0 0	4 0 0
Adelaide	2 8 0	3 17 6	3 17 6	3 18 6	4 2 0*
Perth	2 14 0	3 17 0	3 17 0	4 0 0	4 0 0
Hobart	2 8 0	3 15 0	3 18 0	3 18 0	3 18 0
Commonwealth ...	2 13 6	3 17 6	4 0 6	4 5 0	4 4 0

* Increased to £4 5s. 6d. in July, 1925.

† Increased to £4 4s. in August, 1925.

Secondary Wage.

Having ascertained the basic rates of wages for unskilled labour, the assessment of the secondary wages is a matter to be considered separately in connection with each occupation. It is the usual practice, under the State system, when varying wages on account of an increase or decrease in the cost of living, to preserve unaltered the recognised margin between the skilled and the unskilled workmen in an industry, and to vary all rates of wages by the amount by which the basic wage has been increased or reduced.

The Commonwealth Court determines in each case an amount which it considers to be the fair value, as at the date of the award, of the skill required.

RATES OF WAGES.

The rates of wages for various occupations at intervals since 1901 are shown in the following statement. Except where specified, the figures indicate the minimum amounts payable for a full week's work on the basis of the weekly, daily, or hourly rates fixed by industrial awards and agreements, and for occupations not subject to industrial determinations, the ruling or predominant rates are stated. The table contains particulars of a few occupations only, but similar information relating to a large number of callings is published annually in the "Statistical Register of New South Wales." In the Register for the year 1920-21 the rates are stated for each year from 1901 to 1913, inclusive, and for 1921; and the following issue contains the rates for each year since 1913:—

Occupation.	1901.	1906.	1911.	1913.	1916.	1918.	1920.	1921.	1922.	1923.	1924.
Manufacturing—	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Cabinetmaker	52 0	52 0	56 0	60 0	67 0	79 0	104 0	101 9	98 0	102 0	102 0
Boilermaker	60 0	60 0	66 0	66 0	73 0	85 6	110 6	107 6	103 6	107 6	108 6
Coppersmith	60 0	60 0	68 0	72 0	80 0	87 6	112 6	109 6	105 6	109 6	108 6
Fitter	60 0	60 0	64 0	70 0	73 0	85 6	110 6	107 6	102 6	107 6	108 6
„ electrical	60 0	60 0	66 0	72 0	82 0	82 0	111 6	108 6	104 6	115 0	115 0
Baker	52 6	52 6	56 0	60 0	70 0	70 0	102 6	100 6	96 6	100 6	100 6
Bootlicker	45 0	45 0	54 0	54 0	66 0	72 0	93 6	98 6	95 9	94 9	96 0
Tailor (ready-made) ..	50 0	50 0	55 0	60 0	60 0	67 6	92 0	102 6	96 6	104 6	102 6
Compositor (jobbing) ..	52 0	52 0	60 0	65 0	65 0	73 6	105 0	105 0	93 0	102 0	102 0
Building—											
Bricklayer	60 0	62 0	69 0	75 0	73 0	84 0	108 0	108 0	109 0	113 0	113 0
Carpenter	60 0	60 0	63 0	72 0	80 0	80 0	110 0	110 0	103 0	107 6	121 0
Painter	54 0	55 0	60 0	64 0	75 0	79 6	104 0	104 0	97 6	103 0	103 0
Plumber	60 0	60 0	66 0	72 0	72 0	80 0	110 0	110 0	103 0	107 0	107 0
Mining—											
Coalminer, per ton (best coal)	4 2	3 6	4 2	4 2	4 6	5 2½	6 11½	6 11½	6 11½	6 11½	6 11½
Coalwheeler	42 0	38 0	42 0	51 0	54 6	70 0	106 6	106 6	106 6	106 6	106 6
Silverminer	54 0	60 6	66 0	66 0	77 9	77 9	99 0	99 0	99 0	99 0	99 0
Transport—											
Railway loco-driver ..	66 0	66 0	66 0	72 0	72 0	74 6	109 0	108 0	102 0	106 0	106 0
Wharf-labourer per hour	1 0	1 1½	1 6	1 6	1 9	1 9	2 3	2 9	2 9	2 11½	2 11½
Rural industries—											
Shearer .. per 100 sheep	20 0	20 0	24 0	24 0	24 0	30 0	40 0	40 0	35 0	38 0	38 0
Station-hand, with keep ..	20 0	25 0	25 0	25 0	25 0	40 0	42 0	48 0	48 0	48 0	52 0
Farm-labourer, with keep	15 0	15 0	20 0	20 0	20 0	30 0	30 0	42 0	30 0	30 0	30 0
Miscellaneous—											
Pick and shovel man ..	42 0	42 0	48 0	51 0	56 0	64 0	94 6	94 6	86 6	91 0	88 0
Standard minimum wage ..	*	*	45 0	45 0	55 6	60 0	85 0	82 0	75 0	82 0	82 0

* Standard not fixed.

As a result of the method of wage adjustment adopted by the industrial tribunals, the movement in the rates generally coincides with the rise or fall in the standard living wage. Prior to the determination of the

Harvester rate in 1907 a standard wage was not fixed, and an inspection of the predominant rates in 1901 shows that wages as low as 30s. per week were paid for unskilled labour in some factories, but the average was probably about 35s. per week. The living wage, 82s. per week, in 1924, showed an increase of 47s. as compared with that rate. The award rate for carpenters in 1923 was 2s. 4d. per hour for 46 hours per week, but as there was unusual activity in the industry most of these skilled workers were paid at a higher rate, since embodied in an agreement, viz., 2s. 9d. for 44 hours.

The wages of coalminers are based on contract rates, which vary according to the conditions of the seams or places where the coal is mined, the rates being determined by a special tribunal. The rates shown in the table relate to the northern district where the bulk of the coal is produced.

The wages of railway engine-drivers are increased by 6s. per week on the completion of each of the first four years of service, the highest rates being paid to drivers of mail and passenger trains. The rates are generally higher than those fixed for most industrial occupations, but the increase since 1901 has been smaller than the increase in the other rates shown in the table. An hourly rate is prescribed for wharf-labouring, as intermittency is a constant factor owing to irregularity in the daily volume of shipping trade. Extra rates are paid for handling special cargoes such as wheat, explosives, and frozen meat.

In the rural industries, contract rates for shearing and the wages of station hands are fixed by the Commonwealth Court of Conciliation and Arbitration. In September, 1923, the rate for shearing ordinary flock sheep was raised from 35s. per 100 to 38s. Higher rates must be paid for shearing stud sheep. The wages of farm labourers have not been fixed, except during the twelve months dating from October, 1921, when a rural living wage declaration of the Board of Trade was in force, the rate being 42s. per week for rural workers who were provided with board and lodging. The rates shown in the table for pick and shovel men relate to those engaged in the work of railway construction.

The following table of average rates shows the extent to which changes in the rates for individual occupations have affected wages in various groups of industries, and in all industries combined. The figures represent the average weekly rates of wages payable to adult males in each group of industries, and the weighted average for all groups combined in various years since 1901.

For the computations particulars were obtained in respect of 874 occupations. The industrial awards and agreements were the main sources of information, and for occupations not subject to the industrial determinations, the ruling or predominant rates were ascertained from employers and from secretaries of trade unions. The occupations were classified into fourteen industrial groups, and the averages were calculated on the basis of the weekly rates payable to adult male employees in the Metropolitan district, except in regard to the mining, shipping, and rural industries, which are conducted for the most part outside the Metropolitan area.

In determining the average wage in each group an arithmetic mean was taken; that is, the sum of the rates was divided by the number of occupations, no detailed system of weights being applied owing to the difficulty of obtaining satisfactory data as to the number of persons employed in each occupation. In computing the average for all the industries combined, the average for each industrial group was weighted in accordance with the relative number of all male workers engaged in that group.

The rates shown in the table for 1916 and later years are those determined for New South Wales by the Commonwealth Statistician, whose figures are in close agreement with the averages determined by the author and have been adopted for the sake of uniformity.

In the shipping, pastoral, and domestic industries, where food and lodging are supplied, the value of such has been added to the rates of wages:—

Group of Industries.	Average Weekly Rates of Wages at end of Year.											
	1901.	1906.	1911.	1913.	1916.	1918.	1920.	1921.	1922.	1923.	1924.	
1. Wood, Furniture, Sawmill, Timber Works, etc.	s. d. 48 4	s. d. 49 7	s. d. 55 6	s. d. 58 0	s. d. 65 1	s. d. 69 6	s. d. 101 1	s. d. 101 0	s. d. 95 0	s. d. 101 0	s. d. 99 9	
2. Engineering, Shipbuilding, Smelting, Metal Works, etc.	49 4	49 8	55 4	57 8	64 0	68 11	97 6	98 7	93 1	98 0	97 11	
3. Food, Drink, and Tobacco Manufacture and Distribution	44 11	45 3	51 4	56 0	62 3	66 1	94 0	95 2	91 5	94 8	93 7	
4. Clothing, Hats, Boots, Textiles, Rope, Cordage, etc.	44 5	44 5	51 7	54 0	60 2	63 3	91 0	91 10	89 3	92 3	91 6	
5. Books, Printing, Bookbinding, etc.	53 1	54 7	64 4	65 9	67 9	75 2	105 11	106 3	102 1	104 8	104 3	
6. Other Manufacturing	44 10	46 1	51 7	56 3	63 6	67 3	95 6	97 7	92 9	96 2	96 0	
7. Building	56 2	57 6	63 4	68 0	71 4	76 0	101 3	104 7	101 8	104 4	104 6	
8. Mining, Quarries, etc.	52 3	51 7	60 0	62 8	72 6	75 7	105 4	105 4	104 2	105 0	105 0	
9. Railway and Tramway Services	52 2	52 6	55 2	61 1	65 2	67 8	98 6	95 5	91 4	97 2	95 5	
10. Other Land Transport	41 8	41 8	44 4	51 4	59 4	62 1	93 0	92 0	88 1	91 5	90 9	
11. Shipping, Wharf Labour, etc.	38 4	38 8	44 6	48 9	58 4	63 5	89 10	100 5	98 6	100 5	96 4	
12. Pastoral, Agricultural, Rural, Horticultural, etc.	32 5	35 5	43 5	49 11	55 10	62 3	89 9	92 0	84 5	85 0	84 0	
13. Domestic, Hotels, etc.	37 11	39 1	44 3	45 5	53 3	57 2	88 10	89 0	83 7	87 1	87 1	
14. Miscellaneous	43 5	44 7	49 0	53 1	59 7	62 1	88 10	91 5	88 2	92 0	90 8	
All Industries	43 11	45 4	51 5	55 9	61 11	65 11	94 0	95 10	91 6	94 6	93 6	

The average rates of wages in all industries combined rose slowly until in 1918 it was 28 per cent. higher than in 1911. In the next three years it rose by 46 per cent., and reached the highest point in 1921, when it was 86·4 per cent. above the average of 1911. In the following year there was a decline of 4·4 per cent.; then a rise of 3 per cent. in 1923 was followed by a reduction of 2 per cent. in 1924.

The highest averages are in the mining, building, and printing industries, which are strongly organised, and include a large proportion of skilled artisans. The next in order are the engineering and woodworking trades and the shipping industry. The lowest averages are in the domestic and rural groups. Between 1901 and 1924 the increase in average weekly rate in the various groups ranged from 43s. 3d. to 58s. The classes with highest increases were shipping, 58s., mining, 52s. 9d., the pastoral industry, wood and furniture trades, the printing trades, and miscellaneous manufacturing, between 51s. and 52s. The lowest was in the railway group, 43s. 3d.

In nearly all the groups the average rates were at the maximum in the year 1921, in the following year they declined generally, but in 1923 they moved upwards again. In two classes, viz., the wood and furniture trades and the shipping group, the average rate rose to the level of the year 1921, and in three groups it was even higher, viz., railway and tramway services, clothing, and the miscellaneous group. In the majority of the groups, however, the average rate in 1923 was lower than in 1921. The average in the rural group was affected by an award of the Commonwealth Court, which reduced the rates for shearers and other pastoral workers, and by the exclusion of rural workers from the purview of the New South Wales Board of Trade in respect of living wage determinations.

In 1924 the average rate in the shipping industry fell by 4s. 1d. per week, and the averages in the building, mining, printing, engineering, and

miscellaneous manufacturing, and domestic groups were practically the same as in 1923. In the other classes there were reductions ranging from 8d. to 1s. 9d., and the general average was lower by 1s. per week.

The foregoing tables relate to the nominal rates of wages, that is the actual amounts of money payable in return for labour, and in order to show the effective value of these amounts it is necessary to consider them in relation to the purchasing power of money. Food and rent are the only elements of expenditure of which satisfactory records as to variations in the purchasing power of money are available, and in the following statement the relation between the cost of these items and the average rates of wages is illustrated. For this purpose the average rates of wages have been reduced to index numbers, which have been divided by the index numbers of food and rent. The results indicate the variations in the effective wage.

The index numbers of the nominal wage which were published in earlier issues of this Year Book were based on the rates current at the end of each year, which are shown in the preceding table. In this edition the index numbers for 1914 and subsequent years have been amended by substituting for the average rate at 31st December the mean of the average rates at the end of the four quarters in order that the ratio between wages and the cost of food and rent over the whole year might be estimated with a greater degree of accuracy. Quarterly data regarding wages are not available for the years prior to 1914, and the index numbers of the nominal wage relate to the rates current at the end of those years.

Year.	Average Nominal Wage per Week.		Index Number of Food and Rent Combined.	Index Number of Effective Wage.
	Amount.	Index Number.		
	s. d.			
1901	43 11	854	848	1007
1906	45 4	882	901	979
1911	51 5	1000	1000	1000
1912	54 3	1055	1113	948
1913	55 9	1084	1144	948
1914	56 0	1089	1171	930
1915	56 10	1105	1233	861
1916	59 7	1160	1351	859
1917	63 6	1236	1365	905
1918	65 1	1266	1383	915
1919	70 10	1377	1531	899
1920	86 3	1677	1791	936
1921	95 5	1855	1672	1109
1922	93 2	1812	1586	1142
1923	92 7	1801	1685	1069
1924	93 10	1826	1662	1099

In 1901 the effective wage was slightly higher, and in 1906 it was lower, than in 1911. Thereafter it declined steadily as living became dearer, until in 1916 it was 14 per cent. lower than in 1911. Subsequently wages were increased at a faster rate than the cost of food and rent, and the effective wage index number rose slowly, but in 1919 its purchasing power in relation to the cost of food and housing was still 10 per cent. lower than in 1911. There were pronounced rises in wages during 1920 and 1921, and as food prices began to decline the effective wage rose to a point 14 per cent. above the level of the year 1911. In 1923 wages moved downwards and the cost of food and housing increased so that the effective wage declined by 6 per cent. In 1924 it showed a slight increase, the index number being 10 per cent. higher than in 1911.

The rates of wages, nominal and effective, as stated in the foregoing tables are based on the rates payable to employees under awards or agreements or on predominant rates for work without intermittency or overtime, and not on actual earnings, which are liable to fluctuate on account of the rise and fall in the volume of employment. Thus the census records show that there was a much larger proportion of unemployment in 1921 than in 1911. Moreover, conditions vary in different industries. In the building trade, for instance, there has been remarkable activity in recent years, and competent men have been receiving wages above the rates prescribed by awards, and have probably suffered less intermittency than in periods of normal trade, meanwhile some of the other industries have experienced slackness.

PRODUCTION.

The value of production, as shown in this section, relates to the primary industries—Pastoral, Agricultural, Dairying and Farmyard, Mining, Forestry, Fisheries, and Trapping—and to the Manufacturing industries.

The values in regard to the primary industries—except mining—are stated as at the point or place of production, on the basis of the prices to the producers, which are somewhat less than the wholesale prices in the Metropolitan market. No deduction has been made on account of the cost of items such as seed, fertilisers, containers, fodder for animals, machinery, etc.

Some of the quotations are known to be understated. For instance, the values as estimated for agricultural and farmyard produce are deficient, because records are not available as to production (which in the aggregate must be large) on areas less than one acre in extent. The production from fisheries includes only the catches of licensed fishermen.

The figures showing the estimated value of mining production in each year from 1911 to 1919-20 inclusive are based on the records of the Department of Mines, of which details are stated in the chapter of this volume relating to the mining industry. The values as recorded by the Department have been reduced by the exclusion of certain values which are included here in the production of the manufacturing industries, *e.g.*, coke produced at coke works, also the value added to minerals in the manufacture of lime and cement at limestone quarries, and in the treatment of ores at mines. The values shown for the last four years are those supplied by the mine owners in returns collected under the Census Act, and they indicate the estimated value at the mines of the minerals produced during each year. The figures do not represent exact values, but may be considered to be the best estimates which may be made from the data available. Reference to the difficulty experienced in estimating the value of mining production is made in the chapter relating to the mining industry.

The value of the manufacturing production is taken as the value at the factory of the manufactured goods less the cost of raw materials and fuel. With a few exceptions returns are not collected as to the production in small establishments employing less than four hands where manual labour only is used, nor from bakehouses nor butchers' smallgoods factories.

For the foregoing reasons the aggregate value of production as stated is not complete, and should not be assumed to be the total fund available as the wages fund of the State nor as remuneration for the agents of production in the form of wages, rent for land, and interest on capital invested. The values quoted for the specified industries do not include the value added by reason of transportation to market and distribution to the consumer, nor, in the case of exports, carriage to the point of shipment. Moreover, the earnings of many important activities, such as the building industry, of which records are not available, or from railway construction or commercial and other pursuits are not included.

Thus it will be seen that the amounts quoted have several shortcomings, nevertheless they are valuable as indicating the increase or decrease in the annual production of the industries specified and as important data for measuring the growth of the national income.

The following statement shows the estimated value of production of the specified industries, at the place of production, at intervals since 1871. After 1913 the values are stated for the years ended 30th June, except those relating to the mining industry, which relate to the calendar years ended six months later.

Year.	Primary Industries.							Manu- facturing Industries.	Total, Primary and Manu- facturing Industries.
	Rural Industries.				Forests, Fisheries, and Trap- ping.	Mining.	Total, Primary Indus- tries.		
	Pastoral.	Agri- cultural.	Dairying and Farmyard.	Total, Rural Industries.					
	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000
1871	7,609	2,220	1,110	10,939	324	1,626	12,889	2,490	15,379
1881	10,866	4,216	2,285	17,367	492	2,138	19,997	5,183	25,180
1891	14,725	3,615	2,735	21,075	758	6,434	28,267	7,799	36,066
1901	12,447	7,060	3,188	22,695	986	5,681	29,362	9,742	39,104
1911	19,434	9,749	6,534	35,717	2,213	7,392	45,322	19,432	64,754
1912	19,440	11,817	7,192	38,449	2,347	8,177	48,973	22,681	71,654
1913	20,738	12,378	7,063	40,179	2,644	8,712	51,535	23,764	75,299
1914-15	18,848	10,031	7,846	36,725	2,074	6,090	44,889	24,330	69,219
1915-16	21,576	20,362	7,649	49,587	2,603	7,478	59,668	25,235	84,903
1916-17	26,842	13,012	9,419	49,273	3,055	9,173	61,501	27,133	88,634
1917-18	28,425	13,685	10,635	52,755	3,737	10,493	66,985	29,500	96,485
1918-19	29,865	12,280	11,073	53,218	3,708	7,805	64,731	32,768	97,499
1919-20	33,972	13,582	11,793	59,347	7,760	9,650	76,757	39,314	116,071
1920-21	20,057	32,373	16,447	68,877	4,089	10,192	83,158	43,128	126,286
1921-22	23,657	20,261	12,914	56,832	3,628	9,666	70,126	46,746	116,872
1922-23	34,009	21,301	13,445	68,755	4,810	10,419	83,984	51,492	135,476
1923-24	36,963	20,556	12,327	69,846	4,204	11,845	85,895	55,661	141,556

The total value of production increased by £10,000,000 in each decade from 1871 to 1891. During the early nineties there was a decline from which the recovery was slow. In 1901, however, the value of production was £3,000,000 higher than in 1891. During the succeeding decennium the State entered upon a period of industrial expansion, and the value of production rose rapidly, the upward movement being interrupted only in 1914-15, when the combined effects of drought and war caused a serious decline.

and in 1918-19, when there was a diminution in the output of the mines. In 1920-21 the total value, £126,286,000, was nearly twice the value ten years earlier. In the following season the general level of prices was much lower, and there was a decline of £9,414,000, or over 7 per cent., in the value of production. During each of the succeeding years the value rose, and in 1923-24 it was the highest on record.

In 1922-23 producers secured very high prices for the wool clip and the total value of production was 16 per cent. higher than in the previous year.

In the following year wool prices rose further, and the value of production in the pastoral industry showed an increase of nearly £3,000,000. Lower returns were yielded in the agricultural and dairying industries, but the return from rural industries as a whole was greater by £1,000,000 than the exceptionally high value which was realised in 1920-21. The value of mineral production was higher than in any earlier year.

In 1901 the value of production of the primary industries represented 75 per cent. of the total value, the rural production being equivalent to 58 per cent. In 1911 the corresponding proportions were: primary industries 70 per cent., and rural 55 per cent., in 1921-22, 60 per cent. and 48 per cent. respectively, and in 1923-24, primary 61 per cent. and rural 49 per cent.

The value of rural production, especially in the agricultural industry, shows considerable fluctuation, for which the reasons are mainly seasonal. Therefore it is convenient to trace the development of the industries by reviewing the returns on the basis of the annual average of triennial periods. Thus a comparison of the averages shows that the annual value of rural production rose slowly from £35,900,000 during the three seasons ending in 1911, to £38,500,000 in the three seasons ending in 1915, and thereafter it increased more rapidly until it reached the sum of £60,500,000 in the period ended June, 1921. In the last triennium of the period the annual average was £65,100,000.

In the mining industry the condition of the oversea market usually exerts the most powerful influence on the production of metals, which fluctuates accordingly. The demand for coal is more regular, and has increased steadily with the use of power machinery, so that coal is now one of the most important items of primary production. The value of mineral production reached a high level in 1918, then it declined as the output of metals decreased owing to industrial strife at Broken Hill and to a fall in prices. With the restoration of industrial peace in the principal metalliferous mines, production improved, but the recovery was slow owing to unfavourable market conditions. The output of coal in 1924 was the largest on record. The return from mining represents usually between 8 per cent. and 10 per cent. of the total value of production.

The figures relating to the manufacturing industries disclose a steady advance from the beginning of the period under review, when it was less than £2,500,000, and only 16 per cent. of the total production. In 1901 the return was four times that amount, and it represented 25 per cent. of the total value of production. In 1911 the value of production was almost equal to the return from the pastoral industry, and it has exceeded it in each subsequent year. The relative importance of the manufacturing production has risen from 30 per cent. of the total production in 1911 to 39 per cent. in 1923-24.

The foregoing remarks relate to the actual value of production. In the following table the values per head of population are shown:—

Year.	Primary Industries.							Manufacturing Industries.	Total Primary and Manufacturing Industries.
	Rural Industries.				Forests, Fisheries, and Trapping	Mining.	Total, Primary Industries.		
	Pastoral.	Agricultural.	Dairying and Farm-yard.	Total, Rural Industries.					
1871	£ s. d. 14 19 5	£ s. d. 4 7 5	£ s. d. 2 3 8	£ s. d. 21 10 6	£ s. d. 0 12 9	£ s. d. 3 4 0	£ s. d. 25 7 3	£ s. d. 4 18 0	£ s. d. 30 5 3
1881	14 4 0	5 10 2	2 19 9	22 13 11	0 12 11	2 15 11	26 2 9	6 15 6	32 18 3
1891	12 17 10	3 3 4	2 7 11	18 9 1	0 13 3	5 12 8	21 15 0	6 16 7	31 11 7
1901	9 2 1	5 3 3	2 6 8	16 12 0	0 14 5	4 3 1	21 9 6	7 2 6	28 12 0
1911	11 13 5	5 17 1	3 18 6	21 9 0	1 6 7	4 8 9	27 4 4	11 13 5	35 17 9
1912	11 2 11	6 15 6	4 2 6	22 0 11	1 6 11	4 13 9	23 1 7	13 0 2	41 1 9
1913	11 7 11	6 16 0	3 17 7	22 1 6	1 9 1	4 15 8	28 0 3	13 1 2	41 7 5
1914-15	10 0 1	5 6 6	4 3 3	19 9 10	1 2 0	3 4 8	23 16 6	12 18 3	36 14 9
1915-16	11 7 9	10 14 11	4 0 9	26 3 5	1 7 6	3 18 11	31 9 10	13 6 5	44 16 3
1916-17	14 3 5	3 17 4	4 19 5	26 0 2	1 12 3	4 16 10	32 9 3	14 6 5	46 15 8
1917-18	14 15 7	7 2 3	5 10 7	27 8 5	1 13 10	5 9 1	34 16 4	15 6 9	50 3 1
1918-19	15 3 8	6 4 10	5 12 7	27 1 1	1 17 8	3 19 5	32 18 2	16 13 2	49 11 4
1919-20	16 13 3	6 13 3	5 15 8	29 2 2	3 16 2	4 14 2	37 13 0	19 5 8	56 18 8
1920-21	9 11 11	15 9 8	7 17 4	32 13 11	1 19 2	4 17 6	39 15 7	20 12 8	60 8 3
1921-22	11 2 3	9 10 5	6 1 4	26 14 0	1 14 2	4 10 10	32 19 0	21 19 4	54 18 4
1922-23	15 13 0	9 16 0	6 3 9	31 12 9	2 4 3	4 15 11	38 12 11	23 13 11	62 6 10
1923-24	16 14 6	9 6 0	5 11 6	31 12 0	1 18 1	5 7 2	38 17 3	25 3 8	64 0 11

The value of production per head from the pastoral industry was considerably greater when sheep-raising was the staple industry of the colony than in subsequent years when the population had entered into other activities.

The development in the manufacturing industries in 1871 and in 1881, as measured by the value of output per head of population, was not so great as the figures appear to indicate. The production included the output from several classes of machines used in connection with the agricultural industry and not, strictly speaking, manufactures; and most of the industries were subsidiary to agricultural and pastoral activities, viz., boiling-down works, fellmongering, woolwashing, grain-mills, chaffcutting, soap and candle works.

During the fourteen years which preceded the war there was a fairly steady increase in the value of production per head, and the return in 1913 amounted to £41 7s. 5d., which is £12 15s. 5d., or 45 per cent. greater than in 1901. The increase in the value of rural production was 33 per cent. greater than in the increase in the population. In the mining industry the increase was 15 per cent. greater, and in the manufacturing 83 per cent. greater. The value per head declined by £4 12s. 8d., or 11 per cent. in the season 1914-15, then in the following year it rose above the former level, and increased in each year, with one exception, until it reached £60 8s. 3d. in 1920-21. After a decline in 1921-22 it rose to a higher level in the following two years.

In 1923-24 the per capita value of production from the rural industries was 43 per cent. higher than in 1913, the return per head from the pastoral industry was 47 per cent. higher, from agriculture 37 per cent. higher, and from dairying 44 per cent. higher. The return per head from the mining industry was 12 per cent. higher, and in the manufacturing there was an increase of 93 per cent. The return per head from the primary industries was higher by 37 per cent., and from all industries by 55 per cent.

As compared with the previous season, the industries which showed a higher value per head in 1923-24 were the pastoral, 7 per cent.; mining 12

per cent.; and manufacturing, 6 per cent. In agriculture and dairying the per capita return declined by 5 per cent. and 10 per cent. respectively; and in all the rural industries combined it was almost equal in both seasons. The total value of production per head was nearly 3 per cent. above that of 1922-23.

The following statement shows, in regard to the principal commodities, the average annual production, absolute and per head of population, during the three-year periods, 1901-03 and 1922-24, in comparison with the three pre-war years, 1911-13, which were also years of high production:—

Product.		Average Annual Production (000 omitted).			Average Production Per Head of Population.		
		1901-03.	1911-13.	1922-24.	1901-03.	1911-13.	1922-24.
Wool, (as in the grease)...	lb.	251,497	352,112	283,332	181·2	202·0	130·5
Meat, Frozen (Exported)—							
Beef	lb.	5,963	11,120	6,917	4·3	6·4	3·2
Mutton	"	27,427	63,828	40,577	19·7	36·6	18·7
Leather	"	14,378*	13,373	19,970	10·4	7·7	9·2
Butter	"	35,912	79,198	82,360	25·9	45·4	37·9
Cheese	"	4,245	5,845	6,160	3·1	3·4	2·8
Bacon and Ham	"	9,314	15,940	19,574	6·7	9·1	9·0
Wheat	bush	14,576	31,865	34,870	10·5	18·3	16·1
Maize	"	4,577	4,691	3,962	3·3	2·7	1·8
Potatoes	cwt.	844	1,824	1,031	·6	1·0	·5
Hay	"	10,741	18,612	21,756	7·7	10·7	10·0
Coal	ton.	6,088	9,664	10,760	4·4	5·5	5·0
Coke	cwt.	2,775	9,217	16,121	2·0	5·3	7·4
Gold	oz	233	260	21	·2	·1	·0
Silver	"	872	2,117	317	·6	1·2	·1
Silver-lead-ore, etc. ...	cwt.	7,647	7,167	4,549	5·5	4·1	2·1
Zinc	"	151	10,290	7,623	·1	5·9	3·5
Timber, Sawn	sup. ft.	127,509*	169,078	161,890	91·8	97·0	74·6
Fish, Fresh	lb.	14,532	15,499	18,995	10·5	8·9	8·8
Rabbit Skins (Exported)	"	756*	5,305	7,776	·5	3·0	3·6
Iron, Pig	cwt.	150	771	1,488	·1	·4	·7
Portland Cement	"	372	2,374	4,558	·3	1·4	2·1
Beer and Stout	gal.	14,420	21,665	25,116	10·4	12·4	11·6
Tobacco	lb.	3,668	6,370	12,541	2·6	3·7	5·8
Biscuits	"	10,122*	24,175	40,926	7·3	13·9	18·9
Boots and Shoes	pairs	3,016	3,752	4,308	2·2	2·2	2·0
Bricks	No.	180,887	366,985	354,051	130·4	210·5	163·1
Candles	lb.	3,364	5,511	4,477	2·4	3·2	2·1
Gas	1,000 cub. ft.	2,311	4,878	9,321	1·7	2·8	4·3
Jam	lb.	19,498*	27,767	24,067	14·0	15·9	11·1
Soap	"	22,748	31,670	40,168	16·4	18·2	18·5
Sugar, Refined	cwt.	1,190	1,834	2,539	·9	1·1	1·2
Meat, Preserved	lb.	15,675	25,501	4,640	11·3	14·6	2·1
Tweed and Cloth	yd.	516	1,170	2,060	·4	·7	·9

* Estimated.

The statement shows in regard to 34 staple commodities that the quantity produced per head between 1911-13 and 1922-24 increased in 11, and decreased in 23 cases. Amongst those which decreased were the important commodities—wool, wheat, meat, butter, coal, silver-lead, and timber:

INDUSTRIAL HISTORY OF NEW SOUTH WALES.

An account of the Industrial History of the State up to 1899 appears in the "Wealth and Progress of New South Wales, 1897-8," and is continued on a broader basis in the "Official Year Book, 1921." The following account of recent developments brings the matter up to the middle of 1925.

1921-22.

As the year 1920 was the culminating point of the trade boom, which had assumed new vigour after the close of the war, 1921 was the fateful year in which the inevitable process of deflation began. In older countries, where the economic situation was more complex, the transition was sudden, and marked by serious disturbances in industry and commerce; but in New South Wales a policy of gradual deflation was pursued, and readjustments to meet the new conditions proceeded without grave disorders. Although conditions of employment became bad and remained bad, the shortage of work was not generally acute for any lengthy period. At the census in April, 1921, when the position was at its worst, the unemployed in the State numbered 61,743, equal to 7 per cent. of the total breadwinners, but of these only one-half were out of work through scarcity of employment. Financial losses in some businesses were severe, but serious disorders were avoided, and there was no appreciable increase in the number or magnitude of bankruptcies—convincing proof of an efficient commercial and banking organisation, and of the financial strength of the community. On the whole, production increased in volume, and, as this increase more than counteracted the decline in prices, the value of production was greater in 1920-21 than in any previous year. The propitious seasons which followed the breaking of the drought in June, 1920, stimulated production, and helped to improve the difficult situation which was arising out of the general fall in prices and the decay of the unreal prosperity which had been engendered by war conditions.

The decline first affected the State through a fall in the prices realised for pastoral products and metals, of which New South Wales is a seller, and for manufactured goods, of which it is a buyer. The smaller and slower realisations on all primary products, except wheat, caused a reduction in the national income during 1921, while, at the same time, the knowledge that the level of prices was at last falling produced a spirit of caution among the buying public. Although exports declined heavily, imports, in fulfilment of long-standing orders, grew to unprecedented heights in 1920-21. Commercial houses were faced with the troublesome problem of realising on large stocks of high-priced goods on falling markets in order to meet extraordinary commitments oversea, while the spending power of the public was weakening.

As the violent developments oversea dominated the local situation, the whole industrial organisation of the State felt the influence of price variations. Prices fell steadily for two years, and in the early part of 1922 had reached a point approximately 30 per cent. below the highest point reached in 1920, but still 50 per cent. above the level prevailing in 1913. Bank advances had reached their maximum in March quarter, 1921, and deposits in the following quarter; thereafter both receded gradually. Deposits reached their lowest point by December, 1921, and advances six months later. A decline was apparent also in the business of the clearing-house, the

total in 1921 being more than 7 per cent. less than in 1920, while in the early months of 1922 there was a further decline. [The spirit of caution in spending had its counterpart in saving, and a new growth of deposits occurred in the savings banks. Inclusive of interest added to accounts these increased by £7,460,000 in 1920-21—nearly double the increase in any preceding year. The diminution in earning power was exhibited in the smaller earnings of public companies. There was a decrease in the average rate of dividends paid, and some companies arranged to return portion of their capital to shareholders.

As the result of recommendations made by the special tribunal set up in February, 1921, to consider applications for a reduction in hours of work, a 44-hour working week was proclaimed in respect of many of the important industries regulated by awards of the State courts. This matter, the question of unemployment, and of reduction in the costs of production, became topics of much discussion. A joint economic conference of representative organisations of employers and employees assembled in Sydney in 1922 to consider the problems of the day, but failed to agree on general principles, and disbanded without formulating concrete proposals for the betterment of conditions. The price of coal and its cost of production were the subject of a subsequent conference, but agreement was not reached.

In October, 1921, the Board of Trade reconsidered the living wage, and declared in favour of a reduction from £4 5s. to £4 2s. per week, but the determination was not put into effect immediately, and the average effective wage ruling during the year 1921 was 10·9 per cent above that of 1911. In May, 1922, after the change of Government, the Board gave the matter further consideration, and declared another reduction to £3 18s. per week, which was put into operation. During all these readjustments the industrial situation remained calm, and in 1921 strikes were in extent far below the average of the previous eight years. A number of industries, however, principally the metal and metalliferous mining enterprises, were dislocated by a fresh cause—the absence of profitable markets—and a number of establishments and mines suspended operations pending an improvement in markets or a reduction in costs of production.

With the advent of favourable seasons in June, 1920, the outlook for primary industries improved. The harvests of 1920-21 and of 1921-22 were unusually large, especially in the former year, and high prices were realised for wheat; the market for butter improved after a severe decline toward the end of 1921, and production increased to over 100,000,000 lb. in 1921-22; the sheep flocks recovered rapidly from the effects of the drought of 1920, and prices rose as the demand increased, so that the clip of 1921 was practically disposed of by the end of July, 1922. The trials of the readjustment period found organisations of producers, brought into being largely by the problems of recent years, ready to take combined action in their own interests. The disturbed state of markets led to a continuance of the war-time expedient of "pooling" produce for market, and co-operation among producers made considerable headway. Although wool reverted to a free market in 1921, control of the realisation of surplus wool from previous years was handed over to a growers' company specially formed for the purpose. The wheat-growers by ballot emphatically favoured a "voluntary pool" in connection with the harvest of 1921-22, and more than half of that harvest was entrusted to the new organisation. Butter was controlled in large part by producers on co-operative principles, and a "fruit pool" was formed by the Commonwealth Government to handle fruit for canning. By these means primary producers were able to exercise more control in the marketing of their products and to obtain better prices.

The general decline of prices, wages, and employment had a marked effect on the housing problem. Owing to high costs, building activity decreased during 1921, although housing needs had not been fully met; but the increase in rents, the fall in wages, and the slackness of employment, led to such economy in housing accommodation that, towards the middle of 1922, the effective demand for houses became less intense and notices of houses to let, which had been rare for some years, became familiar again in the columns of the press. However the rents required generally exceeded 25s. per week. At the same time reduced costs led to an expansion of building operations.

Although local rates of interest remained unchanged at a high level, monetary conditions overseas improved. Public loans were negotiated on improved terms in London. A loan of £5,000,000 issued at 95, bearing interest at a nominal rate of $4\frac{1}{2}$ per cent. per annum, and an actual rate of £4 17s. 3d. per cent, was raised by the Government of New South Wales in 1922. The extent of the improvement is apparent from the rise in the price of Consols, which had been quoted at 44 and rose to 58½ in May, 1923, while New South Wales 3 per cent. stocks recovered from 58 to 82. The recovery of trade was further facilitated by a marked improvement in the exchange between London and New York.

Following upon the political crisis of December, 1921, general elections were held in March, 1922, and a change of Government was effected. The policy of the new administration included the abolition of all restrictions on trade and industry, reintroduction of a 48-hour working week, and land settlement.

1922-1923.

The depression which followed the post-war boom had passed its worst phase by the middle of 1922—nearly two years after the fall in values had commenced. More stability appeared in foreign markets, which influenced local prices through imports and exports alike. An improvement in primary production in 1921-22 increased the effective purchasing power of the State and it was further strengthened as time passed, by the rising value of wool and the increasing production of butter.

In the latter part of 1922 the level of commodity prices in New South Wales assumed temporary stability at about 60 per cent. above the level of 1914, but a further rise in 1923 established a new level 67 per cent. above that of 1914. Trade rapidly adjusted itself to the new basis, wages and profits became steady with a tendency to rise, the velocity of exchange increased, and employment improved, but a cautious spirit continued in investment.

A further improvement in the rates of exchange with America, toward the end of 1922, facilitated trade, but the continental exchanges, notably with ex-enemy countries, and with France and Belgium, receded further from parity. Trade with the principal ex-enemy countries was resumed on 1st August, 1922, and elaborate legislative provision was made to prevent the sale of imported goods produced under the advantage of depreciated exchanges at prices ruinous to the competition of local manufacturers. During 1922-23 the value of machinery and textiles imported amounted to nearly £16,500,000, but despite the increased value of wool exported the value of exports declined, owing to the smallness of the wheat crop. The revival in overseas trade, which was already occurring as exchanges improved, was stimulated further by the reduction of freights on ocean

cargoes. This revival was evident in the steady increase in shipping after the war until, in 1922, the tonnage of vessels entering the ports of the State was equal to that of 1913, when it had reached a maximum.

It is probable that the return of prosperity deferred the fall in the rates of interest which would probably have accompanied a decline in profits. As it was, money accumulated rapidly in trading-banks at fixed deposit and Government stocks and other stable investments came into demand to such an extent that within twelve months their prices on the Stock Exchange rose by 7 per cent. The strength of the demand for well-established investments was indicated early in 1923 when a 5½ per cent. loan of £1,000,000 at par issued by the Rural Bank attracted applications for four times the amount required. At the same time a Commonwealth loan of £5,000,000 at 5 per cent. for ten years, issued at 96 in London, was fully subscribed.

The tendency to revert to normal conditions in trade and finance was accompanied by a decrease in speculative enterprise. In 1922 the volume of company promotion was not greater than before the war. However, building operations in the metropolis, which had slackened owing to high costs, increased very rapidly during the latter part of 1922, and the total value of buildings completed during the year (£8,755,000) was greater than in any previous year. The amount of building in other parts of the State was comparatively small. In regard to public works, the construction of the city and suburban electric railway was re-commenced in February, 1922, after an interval of four and a half years, and Parliamentary sanction was given in November to the erection of a bridge across Sydney Harbour.

Despite the building activity in the metropolitan area, the house shortage remained, and rents continued to rise throughout 1922. The continued decline in prices, however, was such that the cost of living decreased, and the reduction of the living wage to £3 18s. became operative in the latter part of 1922, but no actual reduction ensued in the standard of living from this cause, as the average effective wage-rate of the year remained 14 per cent. above that of 1911. However, it was reflected in the deposits in Savings Banks, of which the total showed very little increase after June, 1922, while the average amount per depositor declined slightly. In May, 1923, in consequence of a slight rise in prices, the living wage was increased by 1s. per week to £3 19s. These adjustments of wages proceeded concurrently with reversion to the 48-hour working-week in most industries where hours had been reduced in 1921, but comparatively little industrial dislocation resulted.

1923-1924.

The steady improvement in the economic position was continued in 1923-24, and though markets proved buoyant, the stability of prices was maintained. The dislocation of business passed away and unemployment decreased steadily. Wages, after a decline in 1922, advanced slightly in 1923, and although there was a rise in the cost of living, the index number of the average effective wage of the year remained 7 per cent. above the level of 1911. The living wage, fixed at £4 2s. in September, 1923, remained unaltered throughout 1924. Concurrently the earnings of public companies increased, and although the unusually high profits of 1920-21 were not reached, the improvement over 1921-22 was very pronounced. There was a slight diminution in the return from gilt-edged securities, but the value of industrial stocks rose appreciably.

In the latter part of 1923 a rapid transformation occurred in the banking position. Deposits in ordinary trading banks fell from an average of

£93,000,000 in June quarter to £89,000,000 in December quarter, while advances rose from £84,000,000 to £89,100,000. But an increase in deposits in March quarter and a decrease in both advances and deposits in June quarter, 1924, restored the position to normal. The operations of local banks and the provision of credit were hampered considerably by the accumulation of large Australian balances in London, which, in view of the restrictions upon the movement of gold, could be transferred and applied to local requirements only with very great difficulty. Indeed, the cost of exchange placed a heavy impost upon the marketing of Australian products abroad, it being estimated that this cost in the early part of 1924 amounted in some cases to 3 per cent. of the value of the produce. While it was recognised that the situation was to some degree remediable only by reversion to the free movement of gold, several schemes to ameliorate the position were proposed. The situation had become acute by the middle of 1924 and credits for developmental and other purposes not providing a speedy turnover were closely restricted.

The general volume of business as indicated by the returns of the banks' clearing-house expanded continuously and complaints were frequently made that the amount of currency was not sufficient to permit the convenient conduct of business. Indeed, the ratio of bank deposits to inter-bank clearings showed a steady increase, indicating a gradual acceleration in the velocity of exchange. Nevertheless, the issue of Australian notes was not increased, it being held that such a step would tend to cause inflation.

The main factor in the business operations of the year was the high value of wool, for, although the quantity received into store indicated a decline in the production for 1923-24, the value of wool sold at Sydney auctions was nearly £21,500,000, a sum £2,500,000 greater than in 1922-23. The average price realised for greasy wool was approximately 150 per cent. higher than in pre-war years.

But the other rural industries were adversely affected by bad seasons and low prices, so that the returns from them contributed little to the improvement of economic conditions. Still, the manufacturing industry continued to expand, and operations in the building trades were very active both in the construction of dwellings and in the erection of large structures in Sydney. However, most of the activity in secondary industries was in the metropolitan area.

Although industrial conditions were not wholly unfavourable to the promotion of sectional interests by direct action, the sphere of industry was unusually peaceful. In 1923 there was not one strike or lock-out of considerable magnitude in non-mining industries and the mining industry itself was disturbed by only one strike of importance. It is noteworthy that wages have become only a subsidiary cause of strikes, being responsible for only one-fifth of the dislocations of the past five years. Disputes connected with trade union principles have been responsible for nearly half the total time lost. Disputes as to working conditions have involved more workers than any other single cause, and have caused more than one quarter of the total dislocations, while disputes as to hours of employment have involved the loss of as many working days as those concerning wages.

In the farming portions of the community active steps were taken to promote organisations to improve the conditions of rural life and to render rural industries more attractive. The fruitgrowers, especially those producing citrus fruits, resorted to co-operation with a view to effecting economies

in the distribution of their product, grading it, and developing new markets. Agricultural bureaux continued to flourish and gradually extended their operations in co-operative buying. The scheme of stabilisation in connection with the dairying industry was definitely carried into the Federal sphere and a bill was drafted to give it legal sanction. The decline in the meat industry led to action being taken by the State in association with other States and the Commonwealth, with a view to providing a new stimulus to the industry through a Meat Industry Encouragement Act, which gave power to a Federal organisation to impose a levy upon pastoralists to defray expenditure for advancement of meat production. At the close of 1923 the law of co-operation was completely amended and modernised, and a legal basis was provided for rural credits and community settlement.

In addition, a new policy of rural development was put into operation. Executive sanction was given in a general way to measures for improving the conditions of rural life. The problem of closer settlement was approached from a new angle, and many large landholders were given facilities for subdividing their holdings and selling them in smaller areas. An agreement was made whereby the Victorian Government undertook the extension of three lines of railway into the south-western parts of the State, where considerable new settlement was at once promoted. By an agreement with the Queensland Government authority was given to construct a line of standard gauge connecting Grafton and Brisbane.

The question of establishing new States in various parts of New South Wales, which had been a source of agitation for years, was referred to a Royal Commission for inquiry and report. This Commission reported that the creation of the proposed new States was not desirable at the present time.

1924-25.

In the latter part of 1924 there occurred a pronounced change in the seasonal factors which exercise a dominant influence upon the productivity of the rural industries of the State, and, as these factors continued to operate very favourably, the season 1924-25 proved to be one of the most bountiful in the history of New South Wales. The production of butter far exceeded all previous records, and for wheat and wool, the two largest of the staple products, there was both a largely augmented yield and a considerable improvement in market prices. As a consequence, the value of production from these three items, which represent nearly two-thirds of the value of all production from rural industries, increased by approximately £15,000,000, or nearly 40 per cent.

Such a development naturally provided a powerful stimulus to the whole commerce and trade of the State, the most direct consequence being an increase in exports. The value of goods shipped overseas reached the record total of £60,580,000, and exceeded the average for the three preceding years by one-third. The total national income was also increased considerably. Direct evidence of the increase caused in 1923-24, when the seasonal and market factors operated less favourably than in 1924-25, was given by the fact that, although the rate of tax on the incomes of individuals was decreased by from 10 to 25 per cent., the net yield of the income tax remained practically undiminished. At the same time there was a pronounced increase in the deposits in trading banks, and more especially in the deposits bearing interest. The amount of deposits exceeded by far any total previously attained, and the excess of deposits over advances during the first half of 1925 was more than £13,000,000—a margin greater than had been recorded at any time since the early years of the war. Although

a decrease of £1,250,000 occurred in savings bank deposits in the latter half of 1924 (apparently through withdrawals for investment in Government loans) this was all regained in the first half of 1925, and an additional £500,000 was placed to the credit of depositors over and above interest added to accounts by the bank.

The volume of business as indicated by inter-bank clearings had been increasing steadily since 1922, but in 1924-25 there was an acceleration in expansion. The monetary value of clearings represented an increase of £55,000,000, or nearly 7 per cent. more than in 1923-24. The condition of trade and industry also showed sustained improvement and, while the ratio of profits distributed by public companies increased slightly, there was a substantial rise in the proportion of profits placed to reserve. This proportion had been increasing steadily since 1922, and had the effect of strengthening resources and stimulating expansion in industrial and commercial enterprises. Unfortunately a serious break occurred in the prices of wool and wheat in the early part of 1925, and for a time markets were in a stagnant condition. The resultant uncertainty caused a check to the rising prosperity and the year did not bring a complete realisation of the sanguine hopes with which it commenced. One effect of this check was apparent in the reduction in the ratio of trading bank deposits to inter-bank clearings, in the first half of 1925, as compared with the latter half of 1924. Nevertheless, the total volume of inter-bank clearings for the first half of 1925 was greater than at any previous time, and the ratio of deposits to clearings exceeded that of any half-year except that which immediately preceded it.

Industrial conditions throughout the year were, on the whole, very favourable. Outside the mining industry there was very little industrial dislocation, except for a strike of seamen which commenced in June, 1925. Unemployment, especially in country districts, was inextensive, but toward the middle of the year there was a small increase in unemployment in the metropolitan area, due to depression in the building and engineering trades and to the strike of seamen. The early closing of the wool-selling season also contributed to unemployment in both the metropolitan area and country districts.

Nevertheless there was a considerable increase in the total amount of wages paid in the principal industries, despite a small decline in the average nominal rate of wages. In 1924 a rise of 3 per cent. occurred in the effective rate because the cost of living remained stationary at a level slightly lower than that of the previous year. The effective wage for 1924 was 10 per cent. above the level prevailing in 1911 and 16 per cent. above the average for 1913.

Although minor fluctuations occurred in prices—principally through seasonal causes and special factors affecting individual commodities—the general body of prices proved stable. The cost of living, which had declined appreciably after a temporary rise during 1923-24, remained steady at about 50 per cent above the level of 1914, and the index number of wholesale prices continued throughout the year approximately 65 per cent. above the average of 1914.

There were, however, several important minor fluctuations. The prices of agricultural produce and meat (more particularly of mutton) rose appreciably, but the prices of wool, dairy produce, and building materials decreased. The outstanding market change of the year occurred in the price of wool, which, from an average of 23½d. per lb. (greasy) in 1923-24, had risen to 28½d. per lb. at the largest sale of the season in December, 1924.

Thereafter a sudden and unexpected decline set in, and despite curtailment of offerings, the average price fell rapidly to 18d. per lb. at the closing sale in April, when sales were suspended for the rest of the financial year. Notwithstanding the collapse of the market from boom prices, the average price obtained at the closing sale was 100 per cent. higher than that prevailing before the war, and the average price realised for all greasy wool sold during the year was 25½d. per lb., or 9 per cent. more than the average of the previous year. The total amount received for wool sold in Sydney during 1924-25 was £22,624,000, or £1,179,000 more than in the previous year, while there still remained unsold at the end of the year 171,700 bales. When auctions were resumed in July, 1925, the prices realised were slightly higher than at the sales in April.

These violent market fluctuations and the disorganisation caused in marketing the wool clip led wool-growers to give renewed consideration to the creation of an organisation to market wool on co-operative lines. While a representative conference of wool-growers rejected the first scheme submitted to them, they appointed a special committee to evolve a scheme for the control of the sale of wool by the graziers through an expert committee. In taking this step the wool-growers were following the example set by producers in other branches of primary production. The board for the encouragement of the meat industry entered actively upon its duties during the year, and boards to control the marketing overseas of butter, cheese and dried fruits were set up under authority of Federal laws. These boards consisted mainly of representatives of producers. An Export Guarantee Act was also passed to provide means whereby the Commonwealth Government might advance up to 80 per cent. of the value of produce exported overseas through such boards. Although these arrangements were under Government auspices, they were made on the urgent representations of organisations of producers which desired to obtain co-ordination of effort more quickly and more effectively than was possible through purely voluntary organisation.

The marketing difficulties with which producers had to contend had been accentuated by the continued adverse movement of exchange with London due to the heavy flow of exports and the favourable prices realised. Australian funds had steadily accumulated in London since 1922, and in the latter half of 1924 reached such heights that the banks temporarily lost control of the exchanges, and for a time the cost of transferring funds to Australia exceeded 5 per cent. This constituted a heavy burden on the returns received by exporters of Australian produce, notwithstanding that it caused a corresponding reduction in payments for goods imported. In October the Commonwealth Bank made available temporarily additional currency where needed and agreed with the associated banks to inaugurate a scheme for the partial pooling of exchange facilities. By these means a measure of stability was brought about. Further relief was afforded from December onwards, when, as a result of the appreciation of the English pound in terms of the dollar and the continuance of the premium on the Australian pound in terms of the English pound, it became profitable to import gold to Australia from the United States and other countries in which no export embargo existed. The first shipment of gold was received in January, and during the first four months of 1925 no less than £6,000,000 worth of gold was imported into New South Wales from overseas. Although these measures eased the situation, it was not until the removal of the embargo on the export of gold from the United Kingdom and from Australia simultaneously at the end of April that the exchanges were restored to virtual parity. At the same time a considerable reduction was made by the banks in the margin between their buying and selling rates of exchange.

These developments proved to be a substantial relief to Australian exporters, and, insofar as the conditions of markets caused the benefit to be transferred to the producers in the form of higher prices, a stimulus was given to production for export. The saving on exchange was particularly valuable in the beef export trade, which had been struggling against adverse market conditions since 1921, because costs of marketing absorbed a very high proportion of the value of frozen beef in London.

While the exchange difficulties continued it was frequently urged that the troubles were accentuated by public borrowings abroad, but, although this was true in the sense that it applied to all transactions requiring the transmission of funds from London to Australia, there remained the fact that from the time when the dislocation in exchanges commenced in the middle of 1922 until the end of 1924 the net amount of public loans raised abroad by Australian Governments was £47,800,000, and the amount transmitted abroad as interest and other charges on the public debt was £68,300,000, so that actually the net result of transactions in connection with the public debt tended to relieve the tension of the exchanges. Nevertheless, endeavours were made to restrict Government borrowings on the London market, and the only new loan placed abroad during the year by the Government of New South Wales was one for £6,500,000 in May, 1925, at a price yielding £5 1s. 9d. to investors. There were, however, other reasons for the State refraining from borrowing abroad, principal among which was the temporary depletion of the London lending market. In addition, an endeavour was made to limit borrowing on local markets, and for its loan expenditure for 1924-25 the State relied to a great extent on the very favourable state of the ledger balances.

The difficult position in respect of public borrowing brought about by the state of the exchanges, the depletion of London lending funds, and the desire, as far as possible, to leave local supplies of money for investment in industrial expansion led to concerted action being taken by the Governments of the States and Commonwealth through a joint Loan Council to restrict all borrowings. Where it was found necessary to borrow locally, joint loans were floated in order to avoid such competition as would cause an increase in the rate of interest. In furtherance of this policy, a joint loan was raised in Australia in September and October, 1924, for the sum of £10,300,000, from which New South Wales received approximately £2,900,000. The actual yield to investors in this loan, calculated on the latest date of repayment, was £6 4s. per cent. A further loan for £5,400,000, yielding £6 2s. 9d. was raised under the same arrangement in March, 1925, but in this New South Wales did not participate. Early in 1925 the customary rate at which advances were made was reduced by the ordinary trading banks to 6½ per cent. Evidence that loanable funds were accumulating locally during the first half of 1925 was afforded by the increase in fixed deposits in trading banks, and by a steady increase in the market prices of Government securities on the Stock Exchange. It was calculated that, between February and June, the average yield to the investor in eight typical Government stocks decreased from about 6 per cent. to 5½ per cent. In July a joint States and Commonwealth loan for £20,000,000 (in which again New South Wales did not participate) was floated simultaneously in London and New York at a price yielding approximately £5 1s. 9d. per cent. to investors, and, following upon the success of this loan, the terms of the Commonwealth conversion loan of approximately £67,000,000 of 4½ per cent. tax-free war loans was placed on the local market at a price calculated to yield 5½ per cent. to investors, subject to Federal income-tax. Throughout the year the rate of interest on deposits fixed for two years was maintained by the banks at 5 per cent.

In view of the exigencies of the financial situation opportunity was taken to reorganise the Commonwealth Bank of Australia by placing it under the control of a board of experts, entrusting to it the control of the issue of Australian notes, and conferring on it some additional functions of a central bank in respect of the settlement of inter-bank balances.

Near the close of the financial year the State Parliament expired by effluxion of time, and at the elections held at the end of May there was a change of Government, and a Labour Ministry assumed office upon a policy which included restoration of the 44-hour working week, the grant of pensions to widows, and a body of industrial legislation.

RURAL SETTLEMENT.

Spread of Settlement.

SOME knowledge of the history of settlement in New South Wales is necessary to a proper understanding of the position now existing in regard to rural settlement and the following brief summary is designed to show how the present position in land settlement has arisen.

Population spread very slowly during the first forty years which succeeded the foundation of the colony. Settlement was at first confined to coastal lands accessible from Sydney, and it was not until 1813 that a way was found across the Great Dividing Range to the fertile plains of the west. But even after that discovery, population was not sufficient for some years to promote a rapid spread of settlement despite the growing flocks of sheep which required new pastures. Even by 1830 the area settled did not extend more than 200 miles in any direction, and the boundaries within which settlers were allowed to select land embraced only 22,083,000 acres. But the steady infiltration of population, which occurred after 1815, placed an increasing strain upon the capacity of the settled region to supply a ready livelihood, and with the arrival of assisted immigrants in increasing numbers after 1828, certain bold and lawless spirits occupied extensive lands with their sheep beyond the arbitrary legal boundaries, in defiance of authority. This practice was termed "squattling."

Such occupation was at first illegal for another reason, namely, that until 1831 the use of land could be obtained only by grant from the Governor on special conditions. Unsuccessful attempts were made to dispossess the "squatters" until 1832, when their right to remain was recognised, and grazing leases were granted at fixed rentals. At the same time an Imperial Act of 1831 provided for the sale of Crown lands in the colony at a fixed price of 5s. per acre with a nominal quit-rent. Thus the way was cleared for rural settlement, a more rapid flow of immigration began, and a boom in settlement occurred, with the attendant evils of land traffic. This boom did not end until the price of Crown land had been raised to 12s. per acre in 1839, and further to 20s. per acre in 1842 (where it remained until 1895). The system of free grants was terminated in 1840. By that year nearly 6,000,000 acres of land had been alienated, of which approximately one-third had been sold. In addition extensive areas were occupied as grazing leases.

The system of selling land was replaced by that of leasing, and the spread of settlement became more rapid. The State was divided arbitrarily into three districts—settled, intermediate, and unsettled—which remained until 1884. Leases were granted upon tender for areas of 25 square miles in the intermediate districts and 50 square miles in the unsettled districts. The grant in the intermediate districts carried the right to purchase 1 square mile in every 25 square miles leased. Under this system, practically the whole of the State was speedily occupied in extensive "runs," for the possession of which competition, not without malpractices, was very keen.

Although a steady flow of immigrants was maintained the population numbered only 178,668 in 1851, when the gold rushes commenced, bringing a rapid influx of eager fortune-hunters. By 1861 the gold fever was subsiding, and the number of inhabitants of the State had increased to 357,978. Men now began to seek anxiously for land on which to settle, and found it occupied in extensive runs held on lease and not available for purchase, except by the holders, in limited areas. The remedy applied by Parliament was expressed in the famous principle "free selection before survey," introduced in 1861. Grave abuses arose in the bitter conflict which resulted between the competitors for land, and holdings were selected without classification and regardless of public interest. But a real development of rural settlement now occurred, and, before the Act expired in 1884, the population had reached 904,980, the State was occupied in pastoral holdings of varying sizes and had begun rapidly to assume importance as a principal source of the wool supply of the world. More than 35,000,000 acres were alienated or in course of alienation—of which 28,000,000 acres were sold between 1861 and 1884—and practically the whole of the remaining area of the State suitable for occupation was leased definitely for varying periods.

The Land Problem.

The nature of the demand for land now changed. A decline in the prices realised for wool, the rise of wheat-growing for export, and the growth of the dairying industry and mixed farming to supply oversea markets with butter and mutton, after the application of refrigeration to sea cargoes, led to a new and more intense development in rural settlement. In view of the immense areas of lands alienated and leased a difficult problem arose to which the Legislature has since devoted a large amount of attention.

Practically the whole State was occupied for the most part in large holdings on more or less stable tenures, and the problem of development assumed the form of re-settlement.

The State was divided into three new districts—Eastern, Central, and Western—and into Land Board districts in 1884 for purposes of administration. In 1895 the principles of classification of lands, survey before selection, one man one selection, and *bona fide* selection were introduced. Special provision for financial assistance to settlers was made in 1899, and in 1903 the closer settlement policy was entered upon whereby the State repurchased suitable lands, subdivided them, and sold "living areas" to settlers on easy terms. The Murrumbidgee irrigation project was initiated in 1906, aiming to provide more than 5,000 farms.

Meanwhile alienation of Crown lands continued. In 1912 a number of leasehold tenures were introduced, but, in 1916, the right to convert certain leases into freehold tenures was extended. By June, 1924, approximately 85,000,000 acres of land in the Eastern and Central Divisions had passed out of control of the Crown, in addition to extensive areas leased for long terms. The experience of settlers in the Western Division has been such that very little of that immense area comprising 80,318,708 acres may be considered available for intensive settlement. The total area of the State, including the Federal Territory, Lord Howe Island, and the area covered by water is 198,638,080 acres. If allowance be made for the large reserves necessary for public purposes, lands unfit for occupation, and the area occupied by water, towns, roads, and railways a surprisingly small area of land within range of practical rural settlement now remains within the disposal of the Crown.

The following statement is an outline of the present position in regard to land settlement :—

1. Crown Lands.—All available Crown lands are being opened for settlement classified under the following headings :—Grazing, Mixed Farming, Wheat-growing, Dairying, and Fruit and Vegetable Growing. Such classification takes into account soil, market and transport facilities and markets for products. It was stated, however at the beginning of 1923, that only an additional 5,000,000 acres of Crown lands in the Eastern and Central Divisions could be thrown open for settlement and this irrespective of suitability. In addition there were 2,871 blocks of a total area of 2,558,207 acres available for settlement, but the bulk of this land was too unattractive to induce application.

2. Land within Reach of Railways.—There are 34,000,000 acres of land within about 12 miles of certain railways in the wheat belt; of this area approximately 24,940,000 acres were alienated or in course of alienation as at 30th June, 1922, and of this land 12,058,000 acres were considered suitable for cultivation. Only about 3,500,000 acres are cropped annually, but, allowing for fallow, the area under cultivation is probably in the vicinity of 6,000,000 acres.

In the area mentioned at 30th June, 1922, there were 709 holdings exceeding 5,000 acres in area, embracing in all 9,655,000 acres of land alienated or in course of alienation, of which 3,392,000 were considered suitable for cultivation, and 312,000 acres were under crop.

3. Irrigation Settlements.—Contingent upon market difficulties being overcome, projects approved will provide 4,000 additional irrigation farms on the Murrumbidgee and Murray rivers. New areas can be opened up by irrigation at Gol Gol, Nine Mile, and Lake Benanee on the Murray, and when these have been developed successfully it is anticipated that from 5,000,000 to 10,000,000 acres of land in the vicinity will become available for dry-farming.

4. Applicants for land are being registered and classified with particulars of their resources and requirements. By 31st May, 1924, the number of persons registered as applicants for land in New South Wales in accordance with the Government scheme was 3,275.

Use of term "Alienated Land."

In collecting agricultural and pastoral returns the term "alienated land" is intended to relate to lands absolutely alienated, lands in course of alienation, homestead selections and homestead farms embraced within rural holdings one acre or more in extent. These tenures include practically the whole of the land alienated and virtually alienated, the only considerable omission being settlement purchases which, it would appear, are probably included by the collectors as "alienated land" together with conditional purchases embraced by the definition. The term "alienated land" used throughout part "Rural Settlement" refers to the area so returned by individual landholders and it does not, therefore, correspond to lands absolutely alienated for which deeds of purchase have been issued. This area has been shown as land absolutely alienated in part "Land Legislation and Settlement" which follows.

RURAL HOLDINGS.

The land of New South Wales is practically all occupied in rural holdings consisting either of alienated lands, lands in course of alienation, leased Crown lands, or various combinations of these tenures, while a

considerable area remains as Crown reserves. At 30th June, 1924, the number of holdings of 1 acre or more in extent used for agricultural and pastoral purposes was 78,909, including 1,169 unoccupied and 2,094 used only incidentally for agricultural and pastoral purposes. These holdings embraced a total area of 171,906,000 acres.

The area of land neither alienated nor leased from the Crown—18,159,681 acres—does not represent the area of unoccupied land available for settlement. It includes the land unfit for occupation of any kind—estimated to be approximately 5,000,000 acres in extent—land embraced in State forests and not otherwise occupied; unoccupied reserves for necessary public purposes such as commons, travelling stock and water reserves; roadways, railway enclosures, and unoccupied land covered by water or too rugged or arid for occupation. Such lands are situated mainly in the coastal and tableland divisions, but smaller proportions are found in all divisions.

Purposes for which Holdings are Used.

The problem of rural development in New South Wales relates largely to the task of settling men permanently on the land as productive units of the population. In addition to human factors, this problem is complicated by the variations of seasons and of markets, which determine largely the profitability of rural pursuits. An approximate classification of the main purposes for which rural holdings of 1 acre and upwards were used is available for each year since 1908, and provides the following comparison which shows at intervals the distribution of rural settlement according to purposes:—

Main purpose for which holdings are used.	Number of Holdings.					
	1908.	1911-12.	1915-16.	1921-22.	1922-23.	1923-24.
Agriculture only	7,244	6,814	10,856	11,468	11,402	11,643
Dairying only	3,575	3,157	6,074	9,092	9,222	9,191
Grazing only	21,874	22,011	23,497	25,438	25,430	25,354
Agriculture and Dairying	8,377	8,258	5,641	5,214	5,266	5,561
Agriculture and Grazing	18,733	21,969	20,895	18,758	18,914	18,773
Dairying and Grazing	1,818	2,099	1,402	2,342	2,227	1,969
Agriculture, Dairying, and Grazing	3,312	4,362	1,537	1,818	1,642	1,756
Poultry, Pig, or Bee Farming	529	879	1,256	1,453	1,502	1,399
Total Holdings of 1 acre and upwards used mainly for Agricultural and Pastoral purposes	65,462	69,549	71,158	75,583	75,605	75,646

In addition, a considerable number of small holdings—usually less than 30 acres in extent—were used partly for agricultural and pastoral purposes, but mainly for residential and other purposes, or were unoccupied at the time of collecting the returns. These numbered 3,263 in 1923-24.

While the above table does not indicate the actual number of settlers occupying the land—because some holdings are held conjointly, and not a few landholders own more than one holding—the figures quoted may be considered a reliable index of the development of settlement.

Despite seasonal variations a marked increase is apparent in the number of holdings used exclusively for each of the main pursuits, but the growth

has been most marked in the case of dairying and agriculture. Grazing is still the predominant rural activity, but mixed farming, agriculture, and dairying are also of great importance.

It is especially noteworthy that the number of farmers engaged in agriculture only or dairying only have shown marked increases, while the numbers engaged in mixed farming have declined.

Size of Holdings.

Information regarding the size of rural holdings is available in two distinct classifications, one in accordance with the size of the alienated area, and the other in accordance with the total area of alienated and Crown land contained in each holding. The former is tabulated triennially, the latter annually.

The following table shows in area series as at the 30th June, 1922, the freehold area of holdings and of the Crown lands attached, classified according to the size of the privately-owned land.

Area of Holding alienated.†	Number of Alienated Holdings.	Area Occupied.			Proportion in each area group.	
		Alienated.†	Crown Lands Attached to Alienated.†	Total.	Holdings.	Alienated Land.†
acres.		acres.	acres.	acres.	per cent.	per cent.
1— 50	15,180	340,947	1,550,078	1,891,025	21.0	0.6
51— 100	7,728	598,784	1,110,104	1,708,888	10.7	1.0
101— 500	26,455	6,924,701	12,781,391	19,706,092	36.7	11.1
501— 1,000	11,087	7,802,003	13,526,556	21,328,559	15.4	12.6
1,001— 3,000	8,339	13,770,808	21,034,813	34,805,621	11.6	22.2
3,001— 5,000	1,456	5,583,152	10,027,637	15,610,789	2.0	9.0
5,001— 10,000	1,096	7,523,852	8,123,713	15,647,565	1.5	12.1
10,001— 20,000	503	6,846,347	6,841,262	13,687,609	0.7	11.0
20,001— 50,000	219	6,356,816	3,753,607	10,110,423	0.3	10.2
50,001— 100,000	10	3,508,172	711,279	4,219,451	0.1	5.6
Over 100,000	22	2,862,889	1,500,499	4,363,388	...	4.6
Total*...	72,135	62,118,471	50,990,939	143,109,410	100.0	100.0

* Exclusive of 7,083 holdings, embracing 20,231,405 acres of Crown lands only. † See explanation page 717.

Owing to the wide variations between the productivity of the various divisions and even of parts of the same division, the size of holdings by itself is an indication only of the intensity of settlement and does not measure in a reliable manner the scope for increased settlement. The above table, therefore, does not show how far the existence of large alienated holdings is impeding settlement. For such a purpose it would be necessary to consider the quality of the holdings concerned, the rainfall, situation in respect of market and transport facilities, and other matters which determine the productivity and profitable use of land.

It is clear, however, that the number of holdings in excess of a living area is very considerable and that they embrace a very large area of land. This is apparent from the fact that the maximum areas allowed for residential conditional purchases are 1,280 acres in the Eastern Land Division and 2,560 acres in the Central Land Division, the minimum being 40 acres in each case.

The following table shows for each statistical division of the State the number and area of holdings in area series, based on the aggregate area of land in each holding at 30th June, 1924. The boundary between the

Eastern and Central Land Divisions passes through the Western Slopes Division as shown on the map in the frontispiece of this Year Book:—

Size of Holding (Alienated and Crown Lands Combined).		Number and Area of Holdings in Divisions.					
		Coastal.	Tablelands.	Western Slopes.	Plains and Riverina.	Western Division.	Whole State.
Acres.							
Under 51 ...	No. ...	8,998	2,625	2,022	1,657	232	15,534
	Acres ...	190,223	65,746	51,995	36,893	4,128	348,985
51- 100 ...	No. ...	4,588	1,358	999	345	35	7,325
	Acres ...	358,857	103,515	75,056	25,227	2,928	565,583
101- 500 ...	No. ...	13,774	4,770	4,431	1,995	78	25,048
	Acres ...	3,242,011	1,291,549	1,372,263	606,820	20,250	6,532,873
501-1,000 ...	No. ...	2,657	2,660	4,126	2,248	70	11,761
	Acres ...	1,854,702	1,919,756	2,934,004	1,590,923	47,345	8,346,730
1,001- 3,000 ...	No. ...	1,825	3,309	4,041	2,627	79	11,881
	Acres ...	2,896,388	5,592,297	6,952,879	4,698,244	132,408	20,272,216
3,001- 5,000 ...	No. ...	264	721	858	1,042	41	2,926
	Acres ...	1,013,674	2,752,762	3,300,967	4,088,902	172,113	11,328,418
5,001-10,000 ...	No. ...	151	412	574	977	118	2,232
	Acres ...	1,023,696	2,861,548	3,930,184	6,487,945	906,695	15,210,068
10,001-20,000 ...	No. ...	45	184	185	337	270	1,021
	Acres ...	604,464	2,519,340	2,525,759	4,569,119	3,746,659	13,965,341
20,001-50,000 ...	No. ...	29	72	78	189	884	752
	Acres ...	924,124	1,997,024	2,232,329	5,942,571	11,677,924	22,773,972
Over 50,000	No. ...	8	13	8	96	304	429
	Acres ...	891,566	911,354	755,451	9,131,768	60,901,190	72,561,329
Total ...	No. ...	32,339	16,124	17,322	11,513	1,611	78,909
	Acres ...	12,969,765	20,014,891	24,130,887	37,178,412	77,611,620	171,905,515
Total Area of Division ...	Acres	22,425,000*	26,659,000	28,261,000	40,858,000	80,319,000	198,522,000

* Excluding area of principal harbours and of Lord Howe Island.

Approximately 47,907, or 61 per cent. of the rural holdings of the State are less than 500 acres in extent, and occupy only 7,447,441 acres, or 4.3 per cent. of the total area used for agricultural and pastoral purposes. Of these, 27,360 are in the coastal districts, 8,753 in the Tablelands Division, 7,452 in the Western Slopes, 3,997 on the plains of the Eastern Division, and 345 in the Western Division. Eighty-five per cent. of the holdings in the Coastal Division are less than 500 acres in extent, but they embrace less than 30 per cent. of the area occupied by rural holdings.

Holdings which exceed more than twice the maximum area prescribed for residential conditional purchases may be considered for purposes of discussion as large holdings. Their suitability for subdivision could be determined only after individual consideration. Holdings exceeding 3,000 acres in extent number 497 in the Coastal Division and embrace 4,427,524 acres, and in the Tableland Division 1,402, embracing 11,042,028 acres. On the Western Slopes there are 845 holdings exceeding 5,000 acres in area, embracing a total of 9,443,723 acres of land, and on the plains of the Central land division (including the Riverina) 1,599 such holdings, embracing a total of 26,131,403 acres. Thus, in the Eastern and Central land divisions 62 per cent. of the total area occupied is contained in 8 per cent. of the holdings. Practically the whole of the land of the Western Division is occupied by 958 holdings, exceeding 10,000 acres in extent, and embrace 76,325,773 acres; of this area 52,969,951 acres are comprised in holdings exceeding 100,000 acres in area.

Number of Holdings and Average Area.

In the past sixty years land legislation in New South Wales has been directed principally towards producing an increase in the number of land holdings, and, at the same time, efforts have been made to discourage the aggregation of large areas under individual owners; for, when settlers had spread throughout the State, the existence of large estates began to prove an obstacle to further development.

Since the first Crown Lands Act was passed in 1861 the Legislature has been frequently occupied with the problem of rural development, but only limited success has been achieved in promoting fresh settlement. Many varieties of tenure have been devised, but none has been found capable of attracting population effectively to the vast tracts of land in the interior. Large holdings over 5,000 acres in extent have increased, and far more land has been alienated than is necessary to maintain the number of settlers actually remaining upon it.

The whole story of rural settlement in recent years may be summed up as follows:—Between 1861 and 1920 the number of original selections made was approximately 131,730, and this number does not include such holdings as Suburban, Returned Soldiers' Special, Residential on Goldfields, and Irrigation Farms, which are generally small in extent. At the last-named date there were in existence 61,794 holdings containing over 30 acres of alienated land. Allowing for the number of holdings already in existence in 1861 and remaining in existence in 1920, and for the inclusion in the number of some original selections less than 30 acres in extent, it is clear that more than half of the individual selections made during the period have been disposed of and combined into large holdings either for the profit accruing from the sale, or through the financial or other disabilities of the original selectors.

Omitting holdings of less than 30 acres in extent, which are not important in relation to rural settlement, it is possible to trace from 1881 to 1922 the increase in the number of holdings in relation to the growth of population. This is shown in the following table:—

Year.	Holdings containing over 30 acres of Alienated* Land.			Mean Population.
	Number.	Area.	Average Area.	
		acres.	acres.	
1881	32,521	27,791,076	855	765,015
1891	38,706	41,046,249	1,060	1,142,025
1901	48,360	45,869,742	948	1,366,900
1911	57,083	51,943,846	910	1,665,265
1916	60,435	56,047,062	927	1,893,479
1921	61,505	61,003,468	992	2,108,369
1922	61,983	61,986,372	1,000	2,150,862

* See explanation page 717.

Many of the holdings enumerated above have areas of leases attached to them, but the areas shown relate to alienated land only. Where two or more holdings are owned by the same person they are enumerated separately.

The development of alienation has been slower since 1901 than previously. The relative growth of settlement, alienation, and population may be readily illustrated by reference to index-numbers in which, in each case, the year 1901 is chosen as base and called 100:—

Year.	Index of Holdings containing over 30 acres of Alienated* Land.			Index of Mean Population.
	Number.	Area.	Average Area.	
1881	67	61	90	56
1891	80	90	112	84
1901	100	100	100	100
1911	118	113	96	122
1916	125	122	98	133
1921	127	133	105	154
1922	128	135	105	157

* See explanation page 717.

It is significant that the population has grown at a much faster rate throughout than the number of holdings containing alienated land. This fact is an enlightening commentary on the drift of population from rural to urban settlements.

The number of alienated holdings has increased at a slower rate than the area alienated, and the number of large holdings of alienated land has increased markedly during the past forty years. The increase, however, has not been uniform, and it assumed a new phase in 1912, after the imposition of the Federal Land Tax. The following table which relates to individual holdings without regard to ownership, shows the number and area of the larger alienated holdings at intervals since 1891 :—

Year.	Number of Alienated* Holdings of—			Area of Alienated* Holdings of—		
	5,000 to 20,000 acres.	Over 20,000 acres.	Total, Over 5,000 acres.	5,000 to 20,000 acres.	Over 20,000 acres.	Total, Over 5,000 acres.
1891	865	320	1,185	8,459,384	16,129,163	24,588,547
1901	938	357	1,295	9,286,972	17,203,765	26,490,737
1911	1,081	362	1,443	9,873,180	16,560,215	26,433,395
1921	1,558	301	1,859	13,935,997	12,949,858	26,885,855
1922	1,599	291	1,890	14,370,199	12,727,877	27,098,076

* See explanation page 717.

The Federal Land Tax (particulars of which are published on page 189 of this Year Book) was first imposed in 1910 upon so much of the unimproved value of lands owned by residents of Australia as exceeded £5,000, and upon all lands owned by absentees. The value of land in New South Wales owned by absentees is negligible, and the assessed value of lands held on lease from the Crown is relatively of small account. The incidence of the tax, therefore, has fallen mainly upon large holdings of land absolutely alienated, or lands in course of alienation.

Up to 1911 the increase in the number of large alienated holdings had progressed fairly regularly, but in 1912 there was a decrease from 362 to 335 in the number of alienated holdings exceeding 20,000 acres in area, and an increase from 1,081 to 1,201 in the number between 5,000 acres and 20,000 acres in extent. This change did not produce any reduction in the total area of alienated land contained in these large holdings and, although the number and area of alienated holdings containing more than 20,000 acres have continued to decline at an appreciable rate, the diminution has been offset by an increase of 120 in the number, and 4,497,000 acres in the area of alienated holdings between 5,000 acres and 20,000 acres in extent. The total area of alienated land embraced in holdings exceeding 5,000 acres in area was almost stationary between 1901 and 1911, but since 1911 it has increased by nearly 665,000 acres.

Tenure of Holdings.

The tenure of land-holdings in New South Wales is principally of two classes—freehold and leasehold from the Crown. Only a small proportion of the total area occupied (approximately 2·1 per cent.) is rented from private owners, although the area held on lease from the Crown is very large. Tenancy, as understood in older countries is, therefore, of small extent; 94·4 per cent. of the total area alienated is occupied by its owners.

The following table shows the area occupied in each Division of New South Wales, according to the class of tenure as at 30th June, 1924. Owing to rearrangement of the divisions on the basis of Local Government areas in 1922-23, divisional comparisons cannot be made effectively with figures published in previous years.

Division.	Area of Alienated* Holdings.			Crown Lands occupied as separate holdings or attached to alienated holdings.	Total Area in Holdings.
	Occupied by Owner.	Private Rented.	Total.		
	acres.	acres.	acres.	acres.	acres.
Coastal	8,222,011	1,218,201	9,440,212	3,529,493	12,969,705
Tableland	12,039,045	715,352	12,754,397	7,260,494	20,014,891
Western Slopes	17,604,752	725,774	18,330,526	5,800,361	24,130,887
Central Plains and Riverina	20,844,732	892,794	21,737,526	15,440,886	37,178,412
Western	1,675,720	41,316	1,717,036	75,894,584	77,611,620
New South Wales	60,386,260	3,593,437	63,979,697	107,925,818	171,905,515

*See explanation page 717.

Of the total area occupied, 37 per cent. was classed as freehold, although a considerable proportion of the total was in course of purchase from the Crown, and 63 per cent. was leased from the Crown. Over 70 per cent. of the Crown lands so leased were in the Western Division, and utilised almost exclusively for depasturing stock.

More than one-third of the land privately rented is situated in the Coastal Division, where it amounts to nearly 10 per cent. of the total area occupied in holdings. These farms are used chiefly for dairying, and the system of renting was subjected to adverse criticism in the report of the Select Committee of Inquiry into the Agricultural Industry in 1921.

The proportions of the total area of the respective Divisions, occupied in holdings of various classes are shown in the following table :—

Division.	Area of Alienated* Holdings.			Crown Lands occupied as separate holdings or attached to alienated holdings.	Total Area in Holdings.
	Occupied by Owner.	Private Rented.	Total.		
	per cent.	per cent.	per cent.	per cent.	per cent.
Coastal	36·66	5·43	42·09	15·74	57·83
Tableland	45·16	2·68	47·84	27·23	75·07
Western Slopes	62·29	2·57	64·86	20·53	85·39
Central Plains and Riverina	51·02	2·18	53·20	37·79	90·99
Western	2·09	0·05	2·14	94·49	96·63
New South Wales	30·42	1·81	32·23	54·36	86·59

* See explanation page 717.

Slightly less than 87 per cent. of the total area contained within the boundaries of the State is occupied in holdings of 1-acre and upwards, used for agricultural or pastoral purposes. The highest proportion of alienation, 65 per cent. of the area of the Division, has taken place in the Western Slopes, and the lowest, 2·1 per cent., in the Western Division. But taking the total area of holdings, the Western Division shows the largest proportion of its area—96·6 per cent.—under occupation; the proportions are high also in the Central Plains and Riverina, 91 per cent., and in the Western Slopes, 85·4 per cent.

If reference be made to the table on page 720 it will be seen that, contrary to expectation, the proportion of lands not used for agricultural and pastoral

purposes in each division decreases as the intensity of settlement decreases; at the same time it is apparent that the density of settlement bears an approximate relationship to physical configuration and average rainfall. While the greater intensity of settlement in the more easterly districts necessitates the allocation of larger proportions of land for public purposes, it is undeniable that a very considerable proportion of the remaining Crown land in the Eastern Division is so rugged or wooded as to be unfit or unprofitable for occupation. This is especially the case in the South Coast Division, which in parts is very mountainous, only 42 per cent. of the total area being occupied by rural holdings, as compared with 65 per cent. in the North Coast Division and 66 per cent. in the Hunter and Manning.

Crown Land Holdings.

Crown lands are held, as has been explained, either in conjunction with alienated land or as separate holdings. The total area held in conjunction with alienated lands has been shown already. Particulars of holdings consisting of Crown lands only at 30th June, 1922, were as follow :—

Division.	Number of Holdings.	Area held.	Average area of Holdings.
		acres.	acres.
Coastal	611	497,787	814
Tableland	1,136	1,197,443	1,054
Western Slopes	1,037	1,614,563	1,557
Central Plains and Riverina ...	3,393	6,044,834	1,781
Western... ..	906	19,926,778	21,994
New South Wales	7,083	29,231,405	4,134

By reason of the definition of alienated land used in collecting agricultural and pastoral statistics the above table excludes holdings containing lands under the tenures of homestead farm or homestead selection.

It will be observed that the average area of the holdings is comparatively small in the Eastern and Central Land Divisions. In the Western Division, intense settlement has not yet been found practicable, and the area of holdings consisting of Crown lands only is very large.

VALUE OF ALIENATED RURAL LANDS.

The particulars which follow relate to the value, on a freehold basis, of lands absolutely alienated, in course of alienation or held as homestead farms or homestead selections and used for agricultural and pastoral purposes. Information as to the improved and unimproved capital values of such lands were first collected in 1920-21.

The unimproved capital value was defined as being the amount which the land might be expected to realise if sold under such reasonable conditions as a *bona fide* seller would require, assuming that the actual improvements had not been made, and the improved capital value as the value of the land with all improvements and buildings thereon under similar conditions of sale. Where particulars of unimproved value were not available from owners, collectors were instructed to obtain them from the records of Shire Councils, and it is probable that local government assessments were returned as the unimproved value of the whole of the lands, except in the Western Division, where no shires exist.

Where valuations have been made by the Valuer-General it has been found that valuations formerly made for local government purposes were below actual values. In many cases the discrepancy was considerable, and in the aggregate the valuations of shires are probably under-estimated by more than 20 per cent. Since municipal lands are of comparatively small extent and very few shires assess improved values, particulars of improved capital value were obtained from the owners, and may be considered a fairly correct statement of the actual improved value of the land in question. The unimproved and improved values as returned, therefore, are not comparable because they are apparently stated upon different bases and represent respectively the shire assessment of the unimproved value of the land and the owner's opinion of the value of the land and its improvements. The value of improvements cannot be deduced from them.

The following table shows in divisions of the State (on the basis of Local Government areas) the distribution of alienated and Crown lands occupied in holdings of one acre and upwards for agricultural and pastoral purposes, together with total and average value of the alienated lands at 30th June, 1924. Comparisons cannot be made effectively with the divisional totals of previous years except those of 1923.

Division.	Area of Alienated* Land in Occupation in Holdings over 1 acre in extent.	Unimproved Capital Value of Land.		Improved Capital Value.		Area of Crown Land.
		Total.	Average per acre.	Total.	Average per acre.	
	Acres. 000.	£000.	£	£000.	£	Acres. 000.
<i>Coastal—</i>						
North Coast ...	3,105	11,120	3·6	33,928	10·9	1,485
Hunter and Manning ...	4,117	9,303	2·3	27,822	6·8	1,362
Metropolitan ...	328	2,916	8·9	6,835	20·8	2
South Coast ...	1,890	4,518	2·4	12,186	6·4	680
Total ...	9,440	27,857	3·0	80,771	8·6	3,529
<i>Tablelands—</i>						
Northern ...	3,663	5,114	1·4	13,390	3·7	2,907
Central ...	5,172	8,135	1·6	22,756	4·4	2,285
Southern ...	3,919	4,547	1·2	13,562	3·5	2,069
Total ...	12,754	17,796	1·4	49,708	3·9	7,261
<i>Western Slopes—</i>						
North ...	5,455	9,744	1·8	22,830	4·1	2,754
Central ...	5,302	7,375	1·4	22,672	4·3	1,483
South ...	7,574	13,278	1·8	39,787	5·3	1,563
Total ...	18,331	30,397	1·7	85,289	4·7	5,800
<i>Plains—</i>						
North-central ...	3,953	4,957	1·3	10,582	2·7	3,653
Central ...	5,455	5,338	1·0	11,288	2·1	8,114
Riverina ...	12,330	18,558	1·5	42,766	3·5	3,674
Total ...	21,738	28,853	1·3	64,636	3·0	15,441
<i>Western Division</i> ...	1,717	879	0·5	2,329	1·4	75,895
<i>Whole State</i> ...	63,980	105,782	1·7	282,733	4·4	107,926

* See explanation, page 17.

Particulars of the rainfall, productivity, and population of each of these divisions are shown on page 729. It will be observed that the average value per acre is closely related to these factors. The alienated lands in the Western Division are situated mainly in its eastern confines, and are by no means representative of the value of the extensive Crown lands situated further west.

Capital Invested in Rural Industries.

The capital value of farm property in New South Wales was approximately £383,947,000 at 30th June, 1924, made up as follows :—

	£
Alienated land and improvements thereto ...	282,733,000
Capitalised value of lands leased from Crown ...	13,000,000
Machinery and implements	13,714,000
Live stock	74,500,000

Alienated Holdings in Value Series.

The following is a statement of the unimproved value of land in alienated holdings in value series as at 30th June 1922, and if in considering it the low basis of valuation be kept in mind, useful deductions may be drawn from it:—

Alienated Land.† Unimproved Value Series.	No. of Hold- ings.	Alienated† Area.	Value Unimproved.	Average Value Unim- proved, per acre.	Proportion per cent. of total.		
					Number.	Area.	Unim- proved value.
£		acres.	£	£ s.			
Under 500	34,022	5,411,802	6,971,250	1 6	47.2	8.7	6.7
500 to 1,000	14,637	6,412,051	10,447,910	1 13	20.3	10.3	10.1
1,000 „ 2,000	13,151	9,532,358	18,010,040	1 18	18.2	15.4	17.4
2,000 „ 3,000	4,238	5,278,620	10,069,550	1 18	5.9	8.5	9.7
3,000 „ 5,000	2,890	6,049,350	10,804,070	1 16	4.0	9.7	10.5
5,000 „ 10,000	1,826	7,275,718	12,260,300	1 14	2.5	11.7	11.9
10,000 „ 15,000	561	4,225,472	6,704,370	1 12	.8	6.8	6.5
15,000 „ 20,000	274	2,732,878	4,667,770	1 14	.4	4.4	4.5
20,000 and over	536	15,200,222	23,506,430	1 11	.7	24.5	22.7
Total	72,135*	62,118,471	103,441,680	1 13	100.0	100.0	100.0

* Excludes 7,083 holdings consisting of Crown lands only. † See explanation, page 717.

A most striking feature of this statement is the very large number of holdings containing alienated land valued at less than £500 unimproved. These number 34,022, or 47 per cent. of the total, and 17,111, or approximately one-half of them, are in the coastal districts. In this category is included probably the whole of the holdings (numbering 2,680) used incidentally, but not mainly, for agricultural or pastoral purposes.

Nearly one-quarter of the alienated land is contained in holdings whose unimproved value exceeds £20,000. There are 3,197 large holdings (4.4 per cent. of the total) containing alienated land valued at more than £5,000. These embrace in all 29,434,290 acres of alienated land, valued at £47,138,870, which is 45 per cent. of the total value for the State. It is noteworthy that the average value per acre of large estates is little less than that of smaller areas.

It should be noted, however, that no account is taken of the value of Crown leases attached to alienated holdings, and that where two or more holdings are owned by the same individual they are, unless in close proximity to each other, treated as separate holdings.

Live Stock, Wheat, and Improved Value in Area Series.

The following statement shows the number of live stock, the area under wheat for grain, and the improved capital value of alienated holdings in area series as at 30th June, 1922 :—

Area Series (Alienated Land). §	No. of Hold- ings.	Alienated Land in Holdings. §		Total Area of Holdings. †	Area under Wheat for Grain 1921-22.	No. of Sheep at 30th June, 1922.	No. of Cattle at 30th June, 1922.
		Improved Capital Value.	Area.				
Acres.	No.	£000.	acres. 000.	acres. 000.	acres. 000.	acres. 000.	000.
0*... ..	7,083*	...	...	29,282	127	3,241	197
1- 30	10,152	7,396	132	585	3	56	48
31- 320	81,572	50,333	4,598	14,247	207	1,384	990
321- 640	12,587	33,669	6,005	16,175	771	2,460	518
641- 1,280	9,077	37,224	8,318	21,027	896	4,300	451
1,281- 2,000	3,348	21,547	5,335	14,738	405	2,989	233
2,001- 3,000	2,053	19,234	5,049	12,698	287	3,123	183
3,001- 5,000	1,456	20,957	5,583	15,611	210	3,099	202
5,001- 10,000	1,096	27,230	7,524	15,648	157	4,849	227
10,001- 50,000	722	39,837	13,203	23,798	117	8,219	357
50,001-100,000	50	8,187	3,508	4,219	6	1,458	46
Over 100,000	22	6,334	2,863	4,363	9	1,388	36
Total	79,218	271,948	62,118	172,391	3,195	37,166†	3,489†

* Holdings consisting of Crown lands only.

† Including Crown lands.

† Excluding live stock not on rural holdings.

§ See explanation page 717.

In proportion to their area, holdings consisting of Crown lands only are used less than any group of alienated holdings.

More than 80 per cent. of the wheat is grown on holdings whose alienated area is below 3,000 acres, and these holdings also carry 53 per cent. of the live stock (38 per cent. of the sheep and 70 per cent. of the cattle), they embrace 47 per cent. of the alienated land and 62 per cent. of the attached Crown lands; while their improved value is 62 per cent. of the total.

More than half the wheat is grown on holdings whose alienated area is between 321 and 1,280 acres, and the proportion thereafter diminishes rapidly as the size of the holdings increases. The average improved value per acre varies throughout inversely as the area of alienated land in the holding.

CHARACTER OF SETTLEMENT.

The character of the rural settlement of New South Wales has been determined largely by the geographical features of the land, the distribution of rainfall, fertility of the soil, accessibility of markets and local factors, such as water supply, timber growth, and means of communication.

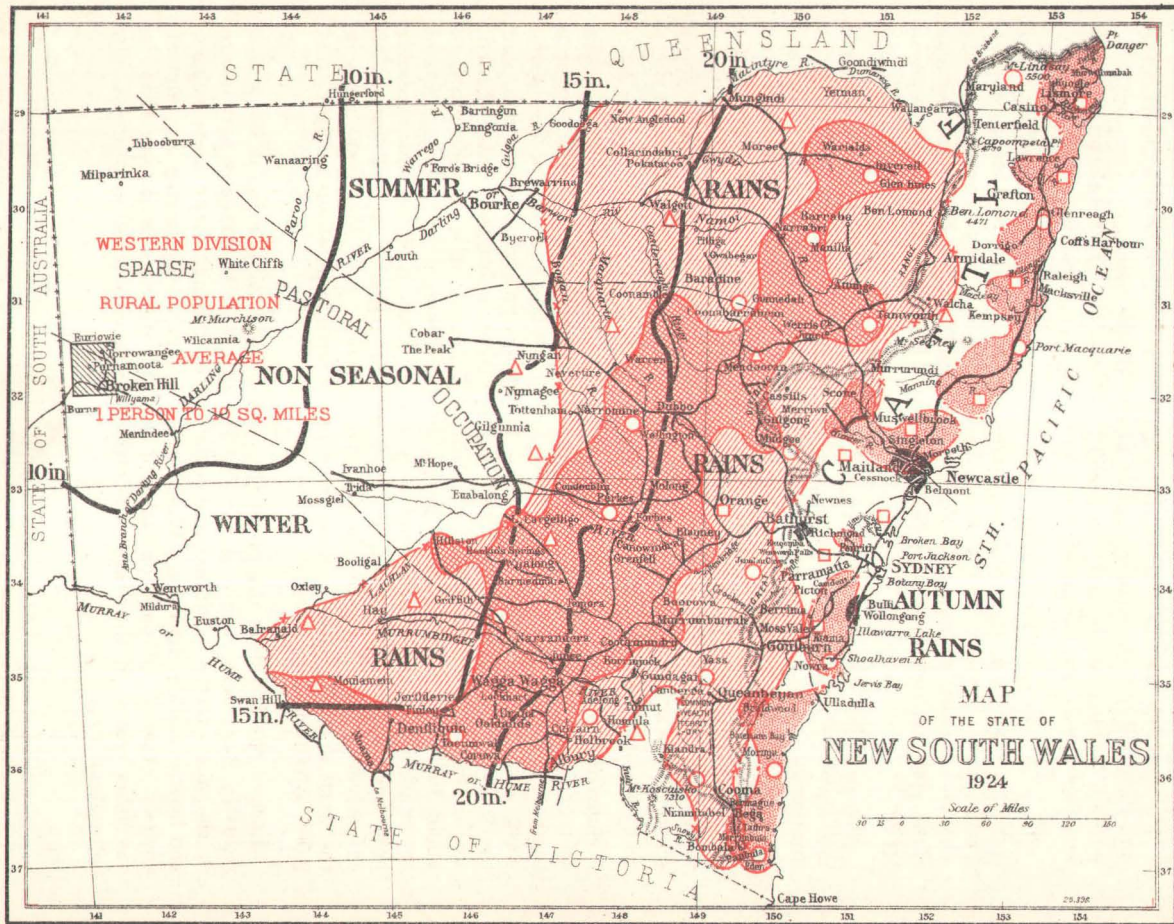
Thus in contrast with many older countries where the distribution of settlement has been affected by considerations of defence, settlement in New South Wales has been determined almost exclusively by economic factors. The distribution of industrial activity is principally into pastoral, agricultural, dairying, mining, and manufacturing localities, and along lines of traffic.

The pastoral industry, which caused the original spread of settlement over the State, is still maintained in practically every part of it, although it diminishes in importance from the sole industry in the west to a secondary position in the central and eastern land divisions, where agriculture and dairying are assuming greater importance. From its nature it requires extensive areas and little labour, and it promotes settlement of a scattered nature characterised by small towns, which become smaller and more scattered towards the western boundary, where ultimately only isolated sheep and cattle stations exist.

Superimposed on the pastoral foundation in the central division the main belt of agricultural settlement stretches from the northern to the southern boundary of the State between the Great Dividing Range and a line to the west, which follows generally the line of 20-inch rainfall in the south, and the 25-inch line in the north. This extensive belt is roughly wedge-shaped, and diminishes from a breadth of about 200 miles in the extreme south to about 100 miles in the north. Practically the whole of the wheat crops of the State are produced here, but only a small portion of the suitable lands have been utilised for agriculture, and pastoral pursuits are still carried on extensively. Settlement in these central districts is more intense than in the west, and a number of flourishing towns with populations ranging from 2,000 to 10,000 exist.






East of the Dividing Range, in the coastal district, dairying is the staple industry, but there is also a certain amount of miscellaneous agriculture in the more fertile portions, and some cattle grazing in the more rugged and less accessible districts. Wheat-growing and sheep-raising are almost entirely absent. Population in the coastal districts is denser than in any other region of the State; the farms are usually small and intensively cultivated.

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EXPLANATION

Principal Production Districts shewn thus:-

-  *Sheep Grazing*
 *Wheat Growing and Sheep Grazing*
 *Dairying*
 *Coal Mining*
 *Silver Lead Mining*

Rainfall

— Isohyets (average annual
rainfall 1903 to 1923)

— Seasonal Boundaries

Rural Population

Average number of persons per sq. mile.

- △ 1 and under.
 ○ over 1 and under 5
 □ 5 and over.

— *Railways.*

The following analysis of the State according to natural divisions on the basis of Local Government areas, shows the rainfall, population, area, and production of each; a map showing these divisions is published as a frontispiece to this Year Book.

Division.	Range of Average Annual Rainfall.	Population at Census, 1921.	Total Area.	Production (1923-24).				
				Wool.	Wheat.	Butter.	Minerals.	Manufactures.*
	inches.	000	acres.	lb.	bushels.	lb.	£	£
<i>Coastal—</i>				000	000	000	000	000
North Coast ...	35-76	124	7,009	15	1	36,967	1	1,162
Hunter and Manning ...	22-60	245	8,355	3,509	11	15,765	6,859	4,812
Cumberland ...	29-50	1,060	972	52	1	841	227	42,226
South Coast ...	27-61	89	6,089	1,580	...	7,505	1,411	1,670
Total ...	...	1,518	22,425	5,156	13	61,078	8,498	49,870
<i>Tablelands—</i>								
Northern ...	30-38	51	8,165	15,698	56	1,473	176	244
Central ...	23-55	131	10,897	21,341	2,509	1,470	1,105	1,666
Southern† ...	19-65	48	7,597	19,135	77	904	6	343
Total ...	...	230	26,659	56,174	2,642	3,847	1,287	2,253
<i>Western Slopes—</i>								
North ...	24-33	52	9,193	24,838	1,471	1,577	87	220
Central ...	17-28	52	7,839	19,995	5,486	705	1	274
South ...	16-40	96	11,230	30,694	11,879	3,446	59	681
Total ...	...	200	28,262	75,527	18,836	5,728	147	1,175
<i>Central Plains—</i>								
Northern ...	18-28	24	9,500	24,548	262	104	1	18
Central ...	15-19	20	14,650	27,916	652	116	37	81
Riverina ...	12-22	64	16,708	39,649	10,769	1,781	38	313
Total ...	...	103	40,858	92,113	11,683	2,001	76	412
<i>Western Division ...</i>	8-19	48	80,319	42,038	2	30	1,837	1,951
Whole State† ...	...	2,104	198,523	271,008	33,176	72,684	11,845	55,661

* Value added in process of manufacture. † Including Federal Territory.

Manufactories proper are not extensive outside the metropolitan and Newcastle districts, but dairy factories operate on a large scale along the coast. Smelting and metal works of considerable importance are established on the coal-fields of the South Coast and Central Tableland and on the silver-lead fields at Broken Hill in the Western Division.

The five principal topographical divisions are strips of territory running from the northern to the southern boundary in a south-westerly direction, and, except for the Western Plains, each is divided into three portions—northern, central, and southern—whereby fourteen subdivisions are secured, each of which presents fairly uniform natural features and is affected by uniform physiographic factors. In the north the region of high average rainfall extends further inland than in the south, with the result that the isohyets run in a general north and south direction. The south-western extremity of the Riverina lies about 100 miles further from the coast than does the north-western extremity of the northern plain, and, as the average annual rainfall

diminishes with increasing rapidity towards the west, the northern subdivisions shown above generally receive more rain than the central, and the central more than the southern subdivisions. Rather less than one-half of the total area of the State receives average rains exceeding 20 inches per year, and rather more than one-half receives an average of more than 15 inches per year.

Not only the quantity, but the season and reliableness of the rainfall, and the amount of evaporation are important considerations in determining the productive possibilities of any region. In common with most countries, New South Wales suffers periodically in one part or another from the effects of intermittent rainfall, a disability which local conditions such as the abnormal evaporation and the absorbent nature of the soils of the interior tend to aggravate. This considerable difficulty may be overcome ultimately by water conservation and improvement in cultural methods, but at present it operates powerfully to the detriment of the western hinterland.*

SETTLEMENT IN DIVISIONS.

Pluvial circumstances exert a decisive effect on the nature of the pursuits followed and the extent of settlement in the various regions of the State, and explain their industrial characters.

For the purpose of considering rural settlement, the State may be distributed into five statistical divisions, viz., Coast, Tableland, Western Slopes of the Great Dividing Range, Central Plains and Riverina, and the Western Division. The statistics for 1922-23 and subsequent years have been collected upon the basis of Local Government areas instead of counties, as formerly, and this necessitated considerable rearrangement of divisional boundaries. Therefore the divisional totals are not comparable with those of previous years. The first four divisions, however, cover the Eastern and Central Land Divisions of the State, trending from north to south in the same general direction as the coastline and principal mountain range.

The nature of the industries and settlement of each of the principal divisions of the State were discussed in the Official Year Book, 1922, at page 681 *et seq.* Statistics for 1923-24 are shown below :—

Coastal Districts.

The following table presents a summary of the tenure and extent of occupied holdings in the four main divisions of the coastal belt as at 30th June, 1924 :—

Division of Coast.	Total Area of Division.	Holdings of 1 acre and upwards.	Area of land occupied in holdings of 1 acre and upwards for Agricultural and Pastoral Purposes					Area of Alienated Land suitable for Cultivation†.
			Alienated†.			Crown Lands.	Total.	
			Freehold.	Private Rented.	Total.			
	acres.	No.	acres.	acres.	acres.	acres.	acres.	acres.
North	7,009	11,827	2,670	436	3,106	1,485	4,591	510
Hunter-Manning	8,355	10,547	3,718	399	4,117	1,362	5,479	439
Cumberland	972	4,855	272	56	328	2	330	130
South	6,089	5,110	1,562	328	1,890	680	2,570	304
Total	22,425	32,339	8,222	1,219	9,441	3,529	12,970	1,383

† See explanation, page 717.

* Further particulars of rainfall and evaporation are published on pages 12 and 13 of this Year Book.

Apart from the small area in the county of Cumberland which surrounds the metropolis, the North Coast is by far the most closely-settled part of the Coastal Division. The average areas of holdings in the various divisions are—North Coast, 388 acres; Hunter and Manning, 519 acres; and South Coast, 503 acres. The proportion of the total area of each division occupied in holdings is 65 per cent. in the North Coast Division, 66 per cent. in that of Hunter and Manning, but only 42 per cent. on the South Coast. The system of privately renting land is more extensively practised in the coastal districts than elsewhere in New South Wales. Almost 13 per cent. of the alienated land is rented from private owners. Of the total land in occupation about 63 per cent. is used by its owners, 27 per cent. is leased from the Crown, and 10 per cent. is rented privately.

Included in the coastal districts are 553 holdings, on which 861 share farmers occupy 12,826 acres of cultivation and 193,851 acres as dairy farms.

Owing to the rugged nature of the country only a small proportion of the land is considered suitable for cultivation and of this area less than one-quarter was cultivated in 1923-24.

The following analysis of the main purposes for which these holdings were used in 1923-24 provides an instructive statement of the diversity of pursuits :—

Purpose.	Number of Holdings in Division.				
	North Coast.	Hunter and Manning.	Cumberland.	South Coast.	Total.
Agriculture only	784	1,739	2,043	388	4,954
Dairying only	4,865	1,750	366	1,765	8,746
Grazing only	2,498	3,245	518	1,555	7,816
Agriculture and dairying	2,295	1,596	104	305	4,300
Agriculture and grazing	297	634	229	232	1,392
Dairying and grazing	460	581	42	252	1,335
Agriculture, dairying, and grazing	281	286	38	71	676
Poultry only	12	103	1,019	66	1,200
Poultry, Bees, Pigs, etc.	10	19	73	12	114
Unoccupied, or used mainly for other purposes	325	594	423	464	1,806
Total	11,827	10,547	4,855	5,110	32,339

The coast district contains 95 per cent. of the holdings used for dairying only in New South Wales, and the North Coast district contains 53 per cent. of the number. Dairying and mixed farming pursuits are the main activities of the population; but a considerable proportion of the farms is used for cattle-raising.

The number, extent and value of alienated holdings of various sizes, and the area of attached Crown lands in the whole coastal division on 30th June, 1922; were shown in the Official Year Book, 1922, at page 685.

Tablelands.

Most of the rugged portions of the State are contained in the tableland divisions and, although extensive plateaux exist, considerable areas are rock-strewn and not adaptable to agriculture. Hence grazing has remained the staple industry, although many farmers combine agriculture with grazing, and large areas are cultivated in suitable localities. The rainfall is ample throughout and the headwaters of most of the principal rivers make this a well-watered region. Railway communications are good, but, on the whole, settlement is sparse, fewer flourishing towns exist than on the coast, and small

settlements are rarer because lands suitable for intense farming are more scattered. Neither dairying nor agriculture has been developed, and pastoral pursuits alone are extensive.

The following table provides an analysis of the number and tenure of rural holdings in the three main divisions of the Tablelands as at 30th June, 1924 :—

Division of Tableland.	Total area of division.	Holdings of 1 acre and upwards.	Area of land occupied in Holdings of 1 acre and upwards for agricultural and pastoral purposes.					Area of Alienated Land suitable for culti- vation†.
			Alienated†.			Crown Lands.	Total.	
			Freehold.	Private rented.	Total.			
	acres. 000	No.	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000
Northern ...	8,165	3,976	3,526	137	3,663	2,907	6,570	397
Central ...	10,897	8,355	4,859	313	5,172	2,285	7,457	1,453
Southern ...	7,597	3,793	3,654	265	3,919	2,069	5,988	311
Total ...	26,659	16,124	12,039	715	12,754	7,261	20,015	2,161

* See explanation, page 717.

While the proportion of land occupied in each division varies from 80 per cent. in the northern to 68 per cent. in the central, and 79 per cent. in the southern tablelands, rural settlement is densest in the central districts, which were the first to be occupied. Less than one-half of the total area of the tableland division is alienated, and nearly two-fifths of the area occupied is owned by the Crown. The system of private-renting is much less extensive than in the coastal districts, only 5·6 per cent. of the area alienated, or 3·6 per cent. of the total area occupied, being held in this way. In addition, there were 414 share-farmers on 270 holdings, comprising 51,051 acres of cultivation and 9,709 acres of dairy farms. As in the coastal division the proportion of alienated land suitable for cultivation is very small, but only about 25 per cent. of the arable land was cultivated in 1923-24.

The main purposes for which holdings were used in each division of the tablelands during 1923-24 are shown in the following table :—

Purpose.	Number of Holdings.			
	Northern Tableland.	Central Tableland.	Southern Tableland.	Total.
Agriculture only	341	1,383	118	1,842
Dairying only	108	60	96	264
Grazing only	2,077	2,989	2,595	7,661
Agriculture and Dairying	165	329	53	547
Agriculture and Grazing	880	2,721	640	4,241
Dairying and Grazing	127	144	98	369
Agriculture, Dairying, and Grazing	143	265	68	476
Poultry, Bees, Pigs, etc.	3	41	7	51
Unoccupied and used for other purposes...	152	423	118	673
Total	3,976	8,355	3,793	16,124

Grazing pursuits predominate throughout, but a considerable proportion of the holdings is used for agricultural purposes.

A statement relating to the whole tableland division and showing the number and extent of alienated holdings of various sizes, together with their total value and the area of Crown lands attached to them on 30th June, 1922, was published in the Official Year Book, 1922, at page 687.

Western Slopes.

The divisions of the Western Slopes contain gently undulating lands with a westerly trend, watered by the upper courses of the inland rivers, and an adequate and regular rainfall. These fertile areas are eminently suitable for agriculture and are the most productive portions of the interior. As yet they are only sparsely settled, and very great development is possible.

The area, number, and tenure of rural holdings in the various districts of the Western Slopes as at 30th June, 1924, are shown below:—

Division of Slopes.	Total Area of Division.	Holdings of 1 acre and upwards.	Area of Land occupied in Holdings of 1 acre and upwards for Agricultural and Pastoral purposes.				Area of Alienated Land suitable for Cultivation.*	
			Alienated *			Crown Lands.	Total.	
			Freehold	Private Rented.	Total.			
	acres. 000	No.	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000
North Western...	9,193	4,629	5,268	187	5,455	2,754	8,209	1,510
Central Western...	7,839	4,650	5,086	216	5,302	1,483	6,785	3,456
South Western ...	11,230	8,043	7,251	323	7,574	1,563	9,137	3,893
Total ...	28,262	17,322	17,605	726	18,331	5,800	24,131	8,859

* See explanation page 717.

In relation to area, settlement is most dense on the South Western Slope, but the highest proportion of occupied land is again greatest in the northern districts. The proportion of Crown lands occupied is 21 per cent. of the total; the system of private renting is less extensive than in the coastal or tableland districts, the area private rented being only 4 per cent. of the total area alienated and 3 per cent. of the area occupied. The area of arable land is very considerable, constituting over 42 per cent. of the total area of alienated land considered suitable for cultivation in the State. Almost 50 per cent. of the private lands of the division are arable, and this proportion is as great as 65 per cent. in the Central Western Slope. Over 29 per cent. of the arable land in alienated holdings in the Slopes division was under crop in 1923-24.

The following statement shows the principal purposes for which rural holdings were used in the Western Slopes Division in 1923-24:—

Purpose.	Number of Holdings in Division.			
	North Western Slope.	Central Western Slope.	South Western Slope.	Total.
Agriculture only	558	492	1,312	2,362
Dairying only	38	15	47	100
Grazing only	1,791	760	1,901	4,452
Agriculture and Dairying	309	24	143	476
Agriculture and Grazing	1,645	3,139	4,050	8,834
Dairying and Grazing	60	7	135	202
Agriculture, Dairying, and Grazing	133	71	268	472
Poultry, Bees, Pigs, etc.	11	2	9	22
Unoccupied and used for Other Purposes...	84	140	178	402
Total	4,629	4,650	8,043	17,322

Mixed farming—agricultural and grazing—is the principal rural activity, but grazing predominates on the North-western Slope, where the arable

lands are relatively of small extent. The number of holdings used for agricultural purposes only is important, but dairying and small farming are not extensive.

The number and extent of alienated holdings of various sizes, together with their total value and the area of Crown lands attached to them, were shown in a statement relating to the whole of the Western Slopes Division in the Official Year Book, 1922, page 689.

Plains and Riverina.

The Plains of the Central Division, including the Riverina, constitute the eastern portion of a remarkable extent of almost level country, stretching from the last hills of the Western Slopes to the western boundary of the State, with an average width of 120 miles. They comprise the great sheep districts of the State and about 40 per cent. of the agricultural lands. Generally speaking, they are not well watered, the average rainfall is low, and its intermittency is a source of frequent loss. They are traversed by the western rivers in their lower courses, but their flow is irregular and, on account of their fewness, they do not supply water to a very extensive area. Railway facilities are not so good as in the more easterly districts, but they are being improved steadily, particularly in the Riverina. Communication and transport to outlying districts depend mostly on motor conveyances, and horse-drawn coaches and waggons. Artesian water underlies a considerable area on the north, and bores serve to supply permanent water in a number of localities; in the south, sub-artesian bores are of great practical utility.

The following table shows the number, tenure, and extent of holdings occupied for agricultural and pastoral purposes in the division on 30th June, 1924 :—

Plains of Central Division.	Total Area of Division.	Holdings of 1 acre and upwards.	Area of Land occupied in Holdings of 1 acre and upwards for Agricultural and Pastoral Purposes.					Area of alienated Land suitable for Cultivation. *
			Alienated.*			Crown Lands.	Total.	
			Freehold.	Private rented.	Total.			
	acres. 000	No.	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000	acres. 000
North ...	9,500	2,044	3,893	60	3,953	3,653	7,666	915
Central...	14,650	2,237	5,153	301	5,454	8,114	13,568	2,110
Riverina ...	16,708	7,232	11,798	532	12,330	3,674	16,004	5,501
Total ...	40,858	11,513	20,844	893	21,737	15,441	37,178	8,526

* See explanation page 717.

The existence of a closely-settled but comparatively small area of irrigated lands in the Riverina exaggerates the apparent density of settlement in that division. Little more than one-half of the total area occupied has been alienated, but while the proportion alienated is 52 per cent. of the total area in the northern districts it is 77 per cent. in the Riverina, where the land is more productive.

The area held under the system of private-renting is of small extent, being less than 5 per cent. of the total area alienated. The area of Crown lands occupied is very considerable in all divisions, but in the central districts it greatly exceeds the area of occupied alienated lands.

Share-farming is not extensive in the north, but in the Riverina 334 holdings are occupied by 540 share-farmers, who had 147,517 acres in cultivation in 1923-24 in addition to 2,131 acres of dairy farms. Only 23 per cent. of the alienated land in the Northern Plains is considered arable, but the proportions in the Central Plains and Riverina are 39 and 45 per cent. respectively.

The following table shows the main purposes for which the holdings in the above table were used in 1923-24 :—

Purpose.	Number of Holdings in Plains of Central Division.			
	North.	Central.	Riverina.	Total.
Agriculture only	31	92	2,174	2,297
Dairying only... ..	11	8	49	68
Grazing only	1,274	1,589	1,254	4,117
Agriculture and Dairying	3	3	231	237
Agriculture and Grazing	667	473	3,134	4,274
Dairying and Grazing	2	1	57	60
Agriculture, Dairying, and Grazing	7	4	121	132
Poultry, Bees, Pigs, etc.	1	...	2	3
Unoccupied and used for other purposes..	48	67	210	325
Total	2,044	2,237	7,232	11,513

While grazing, with a very little mixed-farming and agriculture, predominates in the northern districts, agriculture assumes increasing importance in the south until, finally, combined with grazing, it predominates in the Riverina. On the irrigated lands of the Murrumbidgee a considerable number of holdings are used for small farming, and this accounts for the greater part of the holdings used for agriculture only and for dairying in the Riverina. Nevertheless, taking into account the areas shown in the previous table, the existence of agricultural pursuits is seen to have a very pronounced effect on the density of settlement.

The number, total area of alienated land and of Crown lands attached, and the value of alienated land in rural holdings in the plains of the Central Division (including the Riverina), as at 30th June, 1922, were shown in the Official Year Book, 1922, page 692.

Western Division.

It would appear that the plains of the Western Division, one-third of which receives less than 10 inches of rain per year and practically the whole of the remainder less than 15 inches, will never be developed into a productive region maintaining a population commensurate with its area. While the soils are uniformly fertile, the lack of rain, permanent water and grasses, and the high rate of evaporation, ranging up to 90 inches per year, render it unproductive in a high degree. Except on a few small irrigated areas there is scarcely a sign of agriculture or dairying, and by reason of the small rainfall, the sheep-carrying capacity of the land is only about one-fifth as great as that of the plains further east; but the climate is well suited to the production of high-grade merinos. It is a lonely region for the most part occupied in large-holdings on a long lease tenure. It presents an immense field for scientific development, but its

possibilities are problematical. Whether irrigation from the Murray and the vast lake-reservoirs of the South Darling, or in the artesian water zone of the north, combined with dry-farming methods will render any extensive areas adaptable to agriculture, or whether water and fodder conservation will render it capable of maintaining large numbers of sheep and suitable for closer settlement, remain questions which are not likely to arise seriously until the more attractive easterly regions have made very great advances in settlement. It is contended, however, that in the south there are large areas which only require railway facilities to render them profitable for agriculture. At present, excluding the mining districts, it is a vast region comprising two-fifths of the area of the State, producing less than one-seventh of the pastoral produce, but practically nothing besides, and supporting only 21,000 persons (one person to 6 square miles) or one-hundredth part of the population of the State. Near the western boundary, however, is situated one of the richest silver-lead fields of the world, which supports in the large mining town of Broken Hill, a population of 22,700 persons. In the eastern part of the division exist extensive copper deposits, which formerly maintained thriving settlements at Cobar, Canbelego, and Nymagee. For the rest, the division possesses only one town, Bourke, with a population exceeding 1,000, five exceeding 500, and about twenty smaller townships.

The following table shows the number and extent of holdings in the Western Division as at 30th June, 1924 :—

Area Series (alienated and Crown lands combined).	East of Darling.		West of Darling.	
	No. of Holdings.	Area of Holdings.	No. of Holdings.	Area of Holdings.
Acres.		Acres.		Acres.
1- 3,000	340	119,356	154	87,683
3,001- 10,000	89	583,787	70	495,021
10,001- 20,000	159	2,282,449	111	1,464,210
20,001- 50,000	211	6,389,833	173	5,288,091
50,001-100,000	61	4,172,107	52	3,759,132
Over 100,000	92	20,883,884	99	32,086,067
Total ...	952	34,431,416	659	43,180,204

Although the area west of the Darling constitutes more than one-half of the total area occupied, the number of holdings in all groups is less than in the eastern sector. Nearly 70 per cent. of the total area is occupied by 191 holdings exceeding 100,000 acres in extent.

The total area of alienated land in the rural holdings in the Western Division is only 1,717,036 acres and of this 41,316 acres are privately rented. The total area of Crown lands in rural holdings is 75,894,584 acres. Of the total area of land occupied only 6,171 acres were under crop in 1923-24, although 116,139 acres were considered by the occupiers to be suitable for cultivation. The unimproved value of the alienated land was returned as £879,380 and the improved value as £2,328,370.

VALUE OF MACHINERY USED IN RURAL INDUSTRIES.

A comparison of the value of farming implements and machinery in use during various years since 1901 is shown in the following table, allowance being made for depreciation :—

Season	Farming.	Dairying (including Factory Machinery).	Pastoral.*	Total Value.
	£	£	£	£
1900-01	2,065,780	237,220	754,050	3,057,050
1905-06	2,557,260	365,440	1,120,990	4,043,690
1910-11	3,414,620	534,740	1,483,080	5,432,440
1915-16	5,362,030	570,950	2,015,050	7,948,030
1919-20	6,128,750	812,070	3,016,070	9,956,890
1920-21	7,120,380	910,260	3,141,030	11,171,670
1921-22	7,884,710	1,042,100	3,419,040	12,345,850
1922-23	8,536,170	1,124,960	3,816,250	13,477,380
1923-24	8,799,350	1,038,380	3,825,920	13,713,650

* Includes in many cases farming implements used on pastoral holdings.

AGRICULTURAL AND PASTORAL LABOUR.

Particulars of persons above the age of 14 years permanently employed in farm work on a rural holding are collected annually. These are classified according to status, and the amount of the salaries and wages paid to those employees in receipt of remuneration is also ascertained. Returns were also obtained in 1923-24 concerning temporary hands employed during harvesting and shearing operations, or by contractors doing rural work, or engaged in other work. There are many workers who earn their livelihood from such casual employment, but owing to the difficulty of tracing individuals their numbers cannot be stated. In 1923-24, however, the amount of wages paid to casual employees was about 40 per cent. of that paid to permanent employees, who numbered 35,292. Persons principally engaged in domestic work are excluded from account. The numbers of persons permanently employed in farm work on rural holdings during the year ended 30th June, 1924, are shown below together with the amount of wages paid to permanent and casual employees during the year :—

Capacity.	Males.	Females.	Total.
	No.	No.	No.
Owners, Lessees, and Share Farmers	68,218	1,305	69,523
Permanent Employees receiving wages	34,155	1,137	35,292
Relatives not receiving wages	17,979	12,828	30,807
Total	120,352	15,270	135,622
Wages paid (including value of board and lodging):—	£	£	£
Permanent Employees	6,072,880	106,610	6,179,490
Casual Employees	2,458,578	13,164	2,471,742

Of the relatives not receiving wages, 8,312 males and 11,498 females above the age of 14 years were employed in the coastal districts, where dairying is the principal farming activity. This accounts for nearly 89 per cent. of the number of females employed; the remainder of the female relatives employed were uniformly distributed over the other divisions of the State.

The total amount of wages paid to permanent employees during the year was £4,621,331, in addition to board and lodging, etc., valued at £1,558,159,

or a total of £6,179,490, the average remuneration being £178 per annum to males and £94 per annum to females. The wages paid to casual employees amounted to £2,095,068 in addition to "keep," valued at £376,674.

RURAL FINANCE.

The problem of promoting effective rural settlement in New South Wales for many years has been associated closely with that of rural finance. While comparatively few settlers have been possessed of sufficient capital to purchase land outright from the Crown, there has been a general desire to acquire a freehold tenure, neither private nor State tenancy proving popular. Moreover, the proper development of rural holdings requires the investment of much capital for lengthy periods, and facilities for temporary financial accommodation, particularly during periods of drought.

The Land Act of 1861, aiming to encourage the settlement of an agricultural population beside the pastoral lessees, introduced "free selection before survey" and sales of Crown land by deposit and instalments with conditions as to residence, etc. By this means much more land was sold in the next twenty-three years than was sold at auction, and since 1889 alienation has been almost exclusively by conditional purchase. Beyond the introduction of this plan of selling Crown lands on terms, little was done to provide financial aid for settlers until the end of the last century, when the agricultural and dairying industries were developing, and droughts were destroying settlement.

In 1899 an Advances to Settlers Board was appointed by the Government to make loans to farmers in necessitous circumstances or embarrassed by droughts. Advances were limited to £200 for a term of ten years at 4 per cent. interest. The scope of the Act was widened in 1902 when the Board was empowered to make advances to farmers for any approved purpose up to £500, repayable within thirty years.

In 1907 the functions of the Board were taken over by the Commissioners of the Government Savings Bank, and the limit of individual advances was raised to £2,000. By 1921, when the Rural Bank was established to carry on and extend the work, the outstanding advances amounted to £3,250,000, secured by mortgages from 7,000 borrowers. In all, 25,753 advances amounting to £12,040,601 had been made to 30th June, 1924.

In 1901 a Closer Settlement policy was introduced by the Government, with a view to acquiring and subdividing large estates and leases suitable for closer settlement. Operations under this scheme commenced actively in 1905 and by 30th June, 1924, an area of 3,798,493 acres had been acquired at a capital cost of £13,719,343 and allotted in 7,707 farms. In addition, at 30th June, 1924, about 2,300,000 acres comprised in large holdings within 15 miles of railway lines, contemplated or recently constructed, were under proclamation, limiting the value at which they might be resumed by the Government for purposes of closer settlement.

In April, 1923, the Rural Bank inaugurated a scheme of advancing money for the purchase of farms created by subdivision. This is referred to on page 740.

Of similar character to the schemes of closer settlement was the entry by the Government upon a scheme of irrigation in connection with the Murrumbidgee River (in 1906) to provide ultimately about 5,000 farms. Here settlers are assisted financially and by the provision of factories to handle their products. Another large irrigation scheme has been initiated in connection with the Murray River. The Government also undertakes to finance the construction of shallow bores, weirs, etc., when settlers are

willing to manage them, and in some cases, to repay by instalments the capital cost. The amount expended by the Government on water conservation and irrigation projects for farm purposes is shown on page 481 of this Year Book.

The marketing difficulties of the war period necessitated a further extension of Government activity. The disposal of most of the primary products came within the purview of legislation, partly to assist settlers in their difficulties, and partly to secure control of supplies necessary for prosecuting the war. All Government control, however, had ceased by 1921.

In 1915 certain schemes of limited scope were initiated by the Departments of Lands and Agriculture to assist farmers by loans to cultivate new areas and to relieve necessitous farmers. During the severe drought of 1919-20 a sum of £2,000,000 was made available by two special local loans to assist farmers whose ordinary commercial credit had been destroyed by the bad seasons. These advances were administered by the Rural Industries Board, instituted in December, 1919. Particulars of these operations are shown below.

Rural Credit and Community Settlement Scheme.

In 1920 and 1921 a Select Committee of the Legislative Council sat under the chairmanship of Sir Joseph Carruthers to inquire into the condition of the agricultural industry in New South Wales. Among other matters exhaustively analysed was the system of rural finance. The Committee found the existing system of rural finance deficient in certain respects and recommended its improvement along co-operative lines.

During 1922 a Bill was prepared and submitted to Parliament by the former chairman of the Committee with a view to providing an efficient system of rural credit on co-operative principles, and to stimulating local development through community settlement. The scheme put forward provided for local co-operative societies and unions, and an extensive educational campaign was arranged through a series of conferences in the country districts to explain the proposed measure and to prepare the way for its adoption.

This Bill was amended extensively and its provisions—enlarged to embrace a complete scheme of co-operation—became law at the close of 1923. The keynote of the scheme is the formation of new organisations as corporate bodies with limited liability. The purposes for which societies may be formed include the provision of rural credit, the promotion of community settlement and development, and co-operative trading, marketing and transport. A rural co-operative association consisting of registered co-operative societies may be formed for the purposes of doing anything that a component society may do, of supervising the affairs of member-societies and of promoting co-operation.

Advances by Rural Industries Board.

The Rural Industries Board was formed on the 1st December, 1919,

- (a) to take over, consolidate and collect all advances by the State for drought relief, seed wheat and clearing land since 1915, and
- (b) to extend the scope of relief given to necessitous farmers.

The total expenditure by the Board to the 30th June, 1925, was £2,868,985. This included purchases of stocks of supplies.

The amount advanced from 1915 to 1919 under all schemes controlled by the Departments of Lands and Agriculture was £437,006. Of this £259,794 was repaid or otherwise adjusted, leaving debits amounting to about £177,000 taken over by the Rural Industries Board. The advances actually granted to farmers by the Board from 1919 to 1925 totalled £2,319,291, making a

grand total in all schemes of £2,756,297. Of this sum £2,394,271 had been repaid up to the 30th June, 1925. Of the outstanding balance about £300,000 will not fall due for repayment until 1926.

Originally operations were restricted to assisting wheat-growers, but in 1920 assistance was also afforded to dairy-farmers and small graziers. Of the amount expended in 1923-24 a sum of £25,180 was granted to dairy-farmers through the agency of co-operative dairy companies. These companies were made responsible for repayment of the principal and interest. By the 30th June, 1925, £23,440 of the principal had been repaid.

Farmers are charged interest on the amounts advanced at the rate of 6 per cent. ; in some cases this has been increased to 7 per cent. The amount collected from this source to the 30th June, 1925, was £163,252. The amount of bad debts written off to the same date was £10,158.

The cost of administration in 1924-25 was £12,337, but this sum is not debited to the farmers.

The expenditure by the Rural Industries Board between 1st December, 1919, and 30th June, 1925, was distributed as follows:—

	Expenditure. £
Seed Wheat	723,586
Fodder	1,403,300
Stores, &c.	683,674
Fallowing Allowances	58,425
	<hr/>
	£2,868,985

Considerable stocks of fodder were on hand and in transit in June, 1920, when the drought broke. Part of this was distributed to farmers for fallowing purposes and the balance was otherwise disposed of to the best advantage by sale.

During 1923-24 adverse conditions prevailed over a considerable area of the State and applications for assistance were granted to 2,036 farmers, involving an expenditure of £169,738. In 1924-25 a sum of £74,920 was advanced to 779 farmers. The estimated area planted as a result of this assistance was 400,000 acres in 1923-24, and 200,000 acres in 1924-25.

Fallowing allowances in respect of 55,520 acres were granted to the extent of £13,882 in 1923-24, and £17,856 in respect of 69,584 acres in 1924-25.

Advances by the Rural Bank.

Under authority of the Government Savings Bank (Rural Bank) Act, 1920, steps were taken early in 1921 to establish a rural bank in New South Wales. The new bank was placed under the direction of the Commissioners of the Government Savings Bank, and it continued on an extended basis the operations of the Advances to Settlers Department, which were discontinued.

The primary object of the bank is to afford more extensive financial assistance to primary producers than is usually obtainable from other institutions, and thus to promote rural settlement and development.

The Commissioners are empowered to make advances upon mortgage of land in fee-simple, and of land held under conditional purchase or lease, settlement purchase or lease, and homestead grant or selection. The advances

are made to repay existing encumbrances, to purchase land, to effect improvements, to utilise resources, or to build homes. By this means material assistance is afforded both to prospective and to established settlers.

Funds are obtainable from deposits at current account, fixed deposits, and the issue of deposit stock, rural bank debentures, and inscribed stock. Interest is allowed on fixed deposits at current bank rates, and current accounts are subject to trading bank conditions.

Loans are made only to persons engaged in primary production, or in closely-allied pursuits. The loans are of three kinds—(a) Overdrafts on current account with interest at the rate of $6\frac{1}{2}$ per cent.; (b) instalment loans, repayable by equal half-yearly instalments of interest at $6\frac{1}{2}$ per cent. and principal extending over thirty-one years; and (c) fixed loans for limited terms. The security required may be land, either freehold or held under any Crown tenure, stock, plant, crops, wool, etc.

The Commissioners are empowered to make advances to assist the subdivision of large estates. Accordingly, loans up to 80 per cent. of the market value of farms are made on lands which have a freehold or certificated conditional purchase title, and are partially improved. Individual loans, however, are limited to a maximum of £2,000. In order to facilitate negotiations of sale, the Bank, after inquiry, issues certificates either to vendors or purchasers as to the amount it is prepared to advance on any land.

More than 140 branches of the Bank have been opened throughout the State, usually in conjunction with a branch of the Savings Bank.

At 30th June, 1925, the amount of deposits with the Rural Bank was £1,406,401 at current account and £2,484,979 at fixed deposit, while outstanding advances amounted to £8,605,031.

The following table shows the transactions in long term and fixed loans by the Rural Bank in 1921–22, 1922–23, and 1923–24 in comparison with those of the Advances to Settlers Department in previous years:—

Year ended 30th June.	Advances Made.			Repayments.		Balances Repayable.		
	Number.	Total Amount.	Average.	Number.	Total Amount.	Number.	Total Amount.	Average.
		£	£		£		£	£
1911*	838	331,693	395	743	185,420	3,754	1,074,359	286
1913*	1,386	771,272	556	414	116,476	5,094	2,051,132	403
1915	860	387,715	451	436	171,617	5,860	2,514,078	429
1919	589	260,255	442	520	204,558	6,171	2,589,751	421
1920	1,102	642,170	583	819	338,035	6,454	2,903,886	449
1921	1,365	813,525	596	577	293,540	7,242	3,423,871	473
1922	1,774	1,340,490	756	433	238,987	8,583	4,525,374	527
1923	1,110	725,315	653	508	297,375	9,185	4,953,314	539
1924	1,081	888,479	822	500	315,049	9,766	5,526,744	566

* 1st December.

In addition, short-term loans in the nature of overdraft are provided by the Rural Bank to settlers or persons carrying on industries immediately associated with rural pursuits. Particulars of these are shown below:—

Year ended 30th June.	Advances made during year.		Advances current at end of year.	
	No.	Amount.	No.	Amount.
		£		£
1922 ...	1,383	980,375	1,364	728,584
1923 ...	1,565	794,499	2,743	1,381,113
1924 ...	1,827	1,081,335	4,205	2,144,333

The amount due to depositors at 30th June, 1924 was £3,103,072.

The net profit of the Bank for the year 1923-24 was £30,500, which was added to the reserve fund, making it £189,966.

Other Advances to Settlers.

Particulars of the number and amount of registered loans made on the security of live-stock, wool, and growing crops are published on page 554 of this Year Book. During 1924 the number of such advances was 13,330, and the total consideration £3,244,554.

LAND LEGISLATION AND SETTLEMENT

AREA OF NEW SOUTH WALES.

THE area of New South Wales, including Lord Howe Island (5 square miles) and the Federal Capital Territory (about 940 square miles), as stated previously in this Year Book, is estimated at 310,372 square miles, or 198,638,080 acres, being a little over two and a half times the combined area of Great Britain and Ireland. Excluding the surface covered by rivers and lakes, etc. (2,969,080 acres), the land area within the boundaries of the State is 195,669,000 acres, or about 305,733 square miles. The formal transfer on 1st January, 1911, of 583,660 acres at Yass-Canberra, and of 17,920 acres at Jervis Bay in 1915, to the Commonwealth Government as Federal Capital Territory, reduced the land surface of the State to 195,067,420 acres.

LAND ADMINISTRATION.

At the foundation of the Colony in 1788, the whole of the lands of the State vested in the British Crown.

The administration of public lands passed entirely under local control by virtue of the Constitution Act on the establishment of responsible government in 1856. Since that year the administration has been directed by a Secretary for Lands, who is a member of the State Parliament and of Cabinet. A Department of Lands was created and a permanent Under-Secretary appointed, with defined powers subordinate to those of the Minister. This system of administration may be defined as political control through a permanent salaried staff.

Control of the lands of the Western Division is vested in the Western Land Board, consisting of three commissioners.

The Eastern and Central Divisions are subdivided into ninety-two Land Districts, in each of which is stationed a Crown Land Agent, whose duty it is to receive applications and furnish information regarding land. Groups of these districts are arranged in larger areas, under the control of thirteen local Land Boards. These Boards, sitting as open courts, hear and determine, in the first instance, many minor matters as provided by the Act and Regulations.

*Land and Valuation Court.**

A Land and Valuation Court, whose awards and judgments have the same force as those of the Supreme Court, was constituted in 1921 in continuance of the Land Appeal Court. To this Court are referred appeals,

* Further particulars of Local Land Boards, and of the Land and Valuation Court, are published on page 269 of this Year Book.

references, and a number of other matters under the Crown Lands Acts, the Pastures Protection Act, the Closer Settlement Acts, the Water Act, the Public Roads Act, and certain other Acts.

Territorial Divisions.

The State is divided, for administrative purposes, into three territorial divisions, Eastern, Central, and Western, the boundary lines running approximately north and south, as shown on the map in the frontispiece. The conditions governing alienation and occupation of Crown Lands differ in each of the three divisions of the State.

The Eastern Division has an area of 60,661,946 acres (exclusive of an area of 601,580 acres of Commonwealth territory), and includes a broad belt of land between the sea-coast and a line nearly parallel to it, thus embracing the coastal districts of the State, as well as the tablelands. In this division is excellent agricultural land, and it includes all the original centres of settlement most accessible to the markets of the State.

The Central Division embraces an area of 57,055,846 acres, extending from north to south between the western limit of the Eastern Division and a line drawn along the Macintyre and Darling Rivers, Marra Creek, the Bogan River, across to the River Lachlan, along that river to Balranald, and thence to the junction of the Edward River with the Murray. The area thus defined contains the eastern part of the upper basin of the Darling River in the northern part of the State, and the basins of the Lachlan, the Murrumbidgee, and other affluents of the Murray in the southern portions. The land in this division is still devoted mainly to pastoral pursuits, but about 3,000,000 acres are cultivated for wheat in a normal season.

The Western Division is situated between the western limit of the Central Division and the South Australian border. It contains an area of 80,318,708 acres, watered by the Darling River and its tributaries, and is mainly devoted to pastoral pursuits. Water conservation and irrigation, and railway and other means of communication may ultimately make agriculture possible in parts of this large area, and at the present time special attention is being directed to this matter. However, legislation in regard to the occupation of the lands of the district is based upon the assumption that for many years to come there will be little inducement for agricultural settlement.*

DISPOSAL OF LANDS OF NEW SOUTH WALES.

As was explained in the Official Year Book for 1923, figures formerly published purporting to show the area of land alienated and in course of alienation were based on inaccurate information, and it was found necessary to discard them. The work of adjustment was both protracted and involved, but it has now been brought sufficiently near conclusion to permit the publication of a statement compiled upon the revised basis. A few minor adjustments are still necessary before the figures can be considered quite satisfactory.

The following table, compiled upon the new basis, provides a brief summary of the manner in which the lands of the State were held as at 30th June,

* See also page 735.

1924, distinguishing lands in the Western Division from the remainder of the State :—

Manner of Disposal.	Area.		
	Eastern and Central Divisions.	Western Division.	Whole State.
	Acres.	Acres.	Acres.
(1) Absolutely alienated, dedicated*, &c. (less area resumed for re-settlement) ...	60,187,933†	2,029,121†	41,283,395‡ 21,177,941
(2) In course of alienation ...			
(3) Virtually alienated (i.e., held under perpetual, conditional, and conditional purchase leases) ...			
(4) Under Crown and settlement leases alienable wholly or in part ...	18,698,589	210,157	18,908,746
(5) Under improvement, scrub, inferior lands and prickly-pear leases with limited rights of alienation ...	8,600,419	...	8,600,419
	3,867,034	20,448	3,887,482
Total area under foregoing tenures	91,353,975†	2,259,726†	93,857,983‡
(6) Under other long leases with no right of alienation unless with approval of Ministers§ ...	1,207,319	70,313,310	71,520,629
(7) Under short lease and temporary tenures (annual lease, permissive occupancy and occupation license) ...	6,961,067	5,033,020	11,994,087
(8) Under forestry leases, &c., wholly within dedicated State forests ...	2,150,118	...	2,150,118
(9) Under mining leases and permits ...	243,632	10,491	254,123
(10) Reserves, dedicated State forests not under pastoral occupation and other lands neither alienated nor leased ...	15,801,681‡	2,702,161‡	18,259,560†
Total area of State ...	117,717,792	80,318,708	198,036,500

* Exclusive of 5,170,265 acres of dedicated State forest in Eastern and Central Divisions, and 51,150 acres in Western Division, considerable parts of which are covered by leases for pastoral purposes and included under appropriate headings below.

† Exclusive of lands dedicated for public and religious purposes, viz., 244,282 acres for the whole State, the divisions of which cannot be stated.

‡ Inclusive of foregoing lands dedicated for public and religious purposes.

§ Comprising special, section 18 mining, snow lands, residential, irrigation leases at Hay and Curlwaa, and Western Lands leases.

Particulars of the areas under, and the conditions attaching to, each of these tenures are given on later pages. The area shown above as in course of alienation differs slightly from the corresponding area shown in the "Statistical Register," because of a discrepancy in the returns upon which the table in the "Statistical Register" was based.

From the standpoint of lands remaining within the disposal of the State for new settlement, it is important to note that the Eastern and Central land divisions embrace practically the whole of the lands in the State which receive an average annual rainfall of 15 inches or more, and that the rainfall in the Western Division ranges from that average down to 8 inches in the extreme north-west. This circumstance places important limitations upon the utility of lands in the Western Division, practically none of which, under present conditions, are utilised for agricultural purposes. It is sparsely occupied, being held in large pastoral holdings lightly stocked, and 70 per cent. of its total area is held in 191 holdings each exceeding 100,000 acres in extent. (See page 736.)

The total area of land embraced within freeholds, dedications, purchases by deferred payments, and leases alienable wholly or in part at 30th June,

1924, was 93,902,240 acres and, of this area, nearly 91,500,000 acres were in the Eastern and Central land divisions. By reason of the indefinite nature of the conditions governing the conversion of leases to freehold tenures, it is not possible to ascertain accurately how much of the lands embraced in this area will not revert to the disposal of the Crown, but, assuming that one-half of the areas remaining under Crown, settlement, scrub and improvement leases fulfil conditions requisite for conversion into tenures leading to freehold, it is estimated that the area of former Crown lands in the Eastern and Central Divisions placed definitely beyond State control is in the vicinity of 85,000,000 acres, and probably it is appreciably more. Of the remaining area of about 32,000,000 acres in the Eastern and Central Divisions, about 8,000,000 acres are held under long lease, with no rights of conversion, and numbers of these revert to the Crown for disposal year by year; approximately 7,000,000 acres are held under short lease and temporary tenures, and the balance is comprised within reserves of various kinds—commons, roads, dedicated State forests not under lease administered by the Department of Lands, unalienated town lands, and lands neither alienated nor leased, including inferior Crown lands not held under any tenure.

In the Western Division the area placed permanently beyond State control is approximately only 2,260,000 acres, but more than 70,000,000 acres out of a total area of 80,000,000 acres are held under long lease tenures, practically all of which expire in 1943. The area under short lease and temporary tenures is approximately 5,000,000 acres, and there remain nearly 1,800,000 acres of unoccupied lands of low grade and about 900,000 acres of unalienated town lands, commonages, beds of rivers, etc.

It has been estimated that the area of land in the State unfit for occupation of any sort does not exceed 5,000,000 acres.

Alienation Prior to 1861.

From the early days of settlement until the year 1861 the Crown disposed of land, under prescribed conditions, by grants and by sales, so alienating, by the end of 1861, an aggregate area of 7,146,579 acres, made up as follows:—

	Acres.
1. By grants, and sales by private tender to close of 1831	3,906,327
2. By grants in virtue of promises of early Governors made prior to 1831, from 1832-40 inclusive	171,071
3. By sales at auction, at 5s., 7s. 6d., and 10s. per acre, from 1832-38 inclusive	1,450,508
4. By sales at auction, at 12s. and upwards per acre, at Governor's discretion, from 1839-41 inclusive	371,447
5. By sales at auction, at 20s. per acre, from 1842-46 inclusive	20,250
6. By sales at auction and in respect of pre-emptive rights, from 1847-61 inclusive	1,219,375
7. By grants for public purposes, grants in virtue of promise of Governor made prior to the year 1831, and grants in exchange for lands resumed from 1841-61 inclusive	7,601

Total area absolutely alienated as to 31st December, 1861 ... 7,146,579

In the year 1861 the first Crown Lands Act was passed, and from that date alienation was controlled by the laws of the State Government.

Progress of Alienation.

A brief account of the spread of settlement appears on page 715 of this Year Book. Details are shown hereunder of the areas of freehold land resumed

for re-settlement and of the Crown lands remaining alienated, after deducting the areas resumed for re-settlement, at intervals since 1881 :—

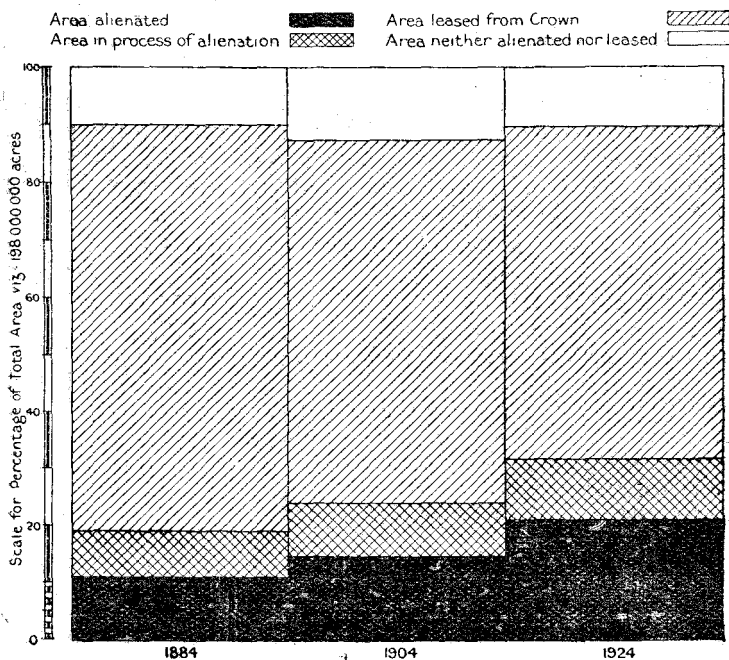
As at 30th June.	Area of freehold resumed for re-set- tlement.	Area remaining absolutely alienated.	As at 30th June.	Area of freehold resumed for re-set- tlement.	Area remaining absolutely alienated.	As at 30th June.	Area of freehold resumed for re-settle- ment.	Area remaining absolutely alienated.
	acres.	acres.		acres.	acres.		acres.	acres.
1861*	7,146,579	1901*	.....	26,407,376	1919	1,399,425	38,797,742
1871*	8,630,604	1906	36,719	31,362,302	1920	1,523,038	39,366,710
1881*	10,615,299	1911	603,641	36,234,256	1921	1,857,216	39,679,986
1886*	22,314,351	1916	1,089,079	37,783,666	1922	2,169,416	40,133,518
1891*	23,682,516	1917	1,183,246	38,048,493	1923	2,273,460	40,698,834
1896*	24,698,195	1918	1,286,136	38,339,670	1924	2,302,050	41,283,395

* As at 31st December.

The area shown above as remaining alienated represents lands absolutely alienated and is exclusive of lands under perpetual lease which were formerly included in similar computations as being virtually alienated.

The Federal Territory at Canberra, containing 173,451 acres of alienated land, was transferred, to the Commonwealth on 1st January, 1911. This area has, therefore, been excluded from the figures shown for 1911 and subsequent years. The principal method of alienation is by conditional purchase, which was introduced in 1861. Lands sold by this means are not included as alienated until all payments have been made and deeds have been issued. For this reason the influence of the introduction of conditional purchases does not appear appreciable in the table until 1881. It is also understood that there is an appreciable area of land upon which all payments have been made and all conditions for alienation fulfilled, but, as deeds have not been issued, this area is included under conditional purchase in course of alienation shown below.

LAND TENURE - 1884, 1904 & 1924



The differently shaded portions of the Graph represent the percentage of the total area of New South Wales which was alienated, in process of alienation under systems of deferred payments, and held under lease from the Crown

The following table shows the areas of land alienated in New South Wales by each of the principal methods up to 30th June, 1924, and the area re-acquired for purposes of irrigation and closer settlement:—

Area.	Acres.
Granted and sold by private tender and public auction	
prior to 1862	7,146,579
Sold by auction, after auction, and under deferred payment sales since 1862	11,582,217
Sold by Improvement and Special Purchases	2,843,244
Sold by Conditional Purchase since 1862 (deeds issued)	21,233,270
Granted under Volunteer Land Regulations of 1867	172,198
Dedicated for public and religious purposes since 1862	244,282
Sold under Closer Settlement Acts (acquired and Crown Lands)	9,776
Suburban Holdings Purchases (deeds issued)	1,287
Returned Soldiers' Special Purchases (deeds issued)	476
Week-end Lease Purchases (deeds issued)	8
Town Lands Lease Purchases (deeds issued)	10
Sold by all other forms of sale	525,549
Total	43,758,896*
Less—	Acres.
Freehold land purchased for Closer Settlement	2,089,350
Freehold land purchased for Irrigation Settlements	212,700
Lands alienated in Federal Capital Territory prior to its transfer to the Commonwealth	173,451
	<u>2,475,501</u>
Land absolutely alienated as at 30th June, 1924	41,283,395

As has already been pointed out, there was, in addition, a considerable area of land under conditional purchase which awaited only the formality of the issue of deeds to make their alienation complete. This area is included in the following statement showing the areas in course of alienation by each of the principal methods as at 30th June, 1924:—

Area in course of Alienation.	Acres.	Acres.
By Conditional Purchase ... ..	...	18,122,045
As Settlement Purchases	2,573,115	
As Group Settlement Purchases	410,567	
As Group and Settlement Purchases provisionally allotted	61,212	3,044,894
As Suburban Holdings approved for purchase		7,621
As Returned Soldiers' Special Holdings approved for purchase		3,259
As Week-end Leases approved for purchase		117
As Town Lands Leases approved for purchase		5
Total area in course of alienation at 30th June, 1924		<u>21,177,941</u>

The area of land shown above under the heading of settlement purchases relates to lands made available under the closer settlement policy inaugurated

* Inclusive of area alienated within Federal Territory prior to 1911.

in 1904. This provided for the re-purchase of freehold lands and the resumption of certain leases, with compensation. These, with certain adjacent Crown lands, were made available for purchase on easy terms in home maintenance areas for settlers of small means. In 1916-17 the policy of providing land for returned soldiers was introduced, and this led to a considerable expansion of closer settlement operations.

Area Leased at 30th June, 1924.

The total area of Crown lands leased in New South Wales as at 30th June, 1924, was 117,315,604 acres inclusive of 39,545,864 acres under the Crown Lands Acts, 75,365,499 acres under the Western Lands Acts, 2,150,118 acres under the Forestry Act, and 254,123 acres under the Mining Act. The area under each tenure is shown below :—

Lease.	Area.*	Lease.	Area.*
Perpetual Leases—	Acres.	Other Long Term Leases—	
Homestead Farm	3,309,141	Special Lease	795,780
Homestead Selections and Grants	951,594	18th Section Lease	270,222
Suburban Holdings	56,376	Snow Lands Lease	126,020
Returned Soldiers' Special Holdings	23,826	Residential Lease	11,527
Week-end Leases	791	Irrigation Leases (Hay and Culwaa)	13,440
Town Lands Leases	129	Church and School Land Lease	11
Irrigation Farms (Murrumbidgee)	116,000	Western Lands Leases—	
Town Blocks (Murrumbidgee)	222	New... ..	20,240,506
Total	4,458,079	Formerly under Crown Lands Act	50,063,123
		Total	71,520,629
Alienable Leases—		Short Term Leases—	
Conditional Lease	14,185,024	Annual Lease... ..	1,730,781
Conditional Purchase Lease... ..	265,643	Occupation License	5,856,740
Total	14,450,667	Preferential Occupation License	1,576,475
Leases alienable wholly or in part—		Permissive Occupancy	2,830,091
Settlement Lease	3,836,205	Total	11,994,087
Crown Lease	4,764,214		
Total	8,600,419	Leased by Forestry Department—	
Leases with limited right of alienation—		Forestry Leases and Occupation Permits	2,150,118
Improvement Lease	2,707,312	Leased by Mines Department—	
Scrub Lease	1,099,355	Mining Lease and Permit	254,123
Inferior Lands Lease	59,787		
Prickly-pear Lease	21,028	Grand Total	117,315,604
Total	3,887,482		

* Includes the following tenures in Western Division: 1,118 acres of homestead selections and grants, 209,039 acres of conditional lease, 20,448 acres of improvement lease, 152 acres of special lease, 9,529 acres of irrigation leases, 36,572 acres of annual lease, 3,459,884 acres of occupation license, 888,775 acres of preferential occupation license, 647,789 acres of permissive occupancies, and 10,491 acres of mining leases, besides the whole of the areas shown as Western Lands leases.

Certain of the perpetual leases, such as homestead farm, homestead selection and grant and irrigation farms, carry statutory rights of purchase, while practically the whole of the conditional leases and conditional purchase leases are convertible in this way. Settlement leases and Crown leases

may also be converted into conditional purchases, but the area so converted in any individual case, together with other freehold, alienable, or leased lands with more than five years to run held by the same individual, may not exceed a home maintenance area as determined by the Local Land Board. Where there is such an excess area of lease it is converted into a conditional lease without any right of further conversion, and the area of unconvertable conditional leases so created is included in the total shown in the table.

Improvement and scrub leases are granted in respect of lands which require improvement before being made available for original holdings. Usually they are held in conjunction with other lands or in considerable areas, and the holder is given the right to apply for the conversion of sufficient to complete a home maintenance area into an alienable tenure during the last year of the currency of the lease. The holder also has the right to sell his lease, and considerable areas are transferred to persons eligible to convert. As a consequence, considerable areas of improvement and scrub leases do not again revert to the disposal of the State.

Special leases may be purchased by their holders with the approval of the Minister, and so also may the residential lease. The leases under the Western Lands Act are all situated in the Western Division, and an area of approximately 70,000,000 acres revert in 1943, subject to certain powers of withdrawal and extension of leases exercised by the Commissioners.

The short-term leases enumerated represent Crown lands reserved for various purposes, as well as lands available for settlement, but not yet taken up. The Forestry leases and occupation permits include only grazing leases which are wholly within State forests, and are therefore administered by the Forestry Department.

RESERVES.

The total area of reserved lands in the State as at 30th June, 1924, was 19,206,926 acres. Reserves are not necessarily unoccupied, considerable areas being held under annual, special, scrub, or forestry leases or on occupation license or permissive occupancy. Such are included under appropriate headings in the list of leasehold tenures shown above.

The following is a classification of reserves according to the principal purpose for which reserved :—

Class of Reserves.	A res.
Travelling Stock	5,390,222
Water	765,214
Mining	1,389,900
Forest	3,412,597
Temporary Commons	426,761
Railway	47,673
Recreation and Parks	237,934
Pending Classification and Survey... ..	3,537,884
From Conditional Purchase, within Gold-fields	612,011
From Sale or Lease other than Improvement Lease	599,743
From Sale or Lease other than 18th Section Lease	249,308
Other	2,537,679
Total	19,206,926

The statement printed above is only intended to give an approximate idea of the relative extent of reserves of various kinds, and should not be taken as a measure of their absolute magnitude, because considerable areas are reserved for more than one purpose. For instance the area principally reserved for forests is stated at only 3,412,597 acres, while the actual area of dedicated forest lands as at 30th June, 1924, was 5,221,415 acres, and, in addition, 1,659,897 acres were under timber reserve, making a total of 6,881,312 acres. Of the area dedicated, 2,150,118 acres of leases, situated entirely within State forests, were let to graziers by the Forestry Department, and further areas, comprising portions of leases not wholly within State forests, were administered by the Department of Lands.

Of the total area of reserves, 13,969,793 acres, or 73 per cent., were situated in the Eastern and Central Divisions of the State.

A revision of the reserved lands was made in 1923-24, with the object of withdrawing from reserve any area the continued reservation of which is not required in the public interest.

AREA AVAILABLE FOR SETTLEMENT.

The area of land within the disposal of the Crown without the necessity of resumptions and consequent compensation is not definitely ascertainable, since clauses providing for revocation or withdrawal have been inserted in a number of lease contracts, and considerable areas leased for long periods revert to the Crown periodically by the effluxion of time. Particulars of those areas are not available.

Apart from these, however, certain lands under reserve, in addition to the lands comprized in the following short leases, may be considered to have been within the disposal of the Crown at 30th June, 1924 :—

Under Crown Lands Acts—	Area.
Occupation license (including 44,017 acres in Western Division)	Acres. 2,440,873
Preferential occupation license	687,700
Annual lease (including 36,572 acres in Western Division)	1,730,781
Permissive occupancy	2,182,302
Under Western Lands Act—	
Occupation licenses	3,415,867
Preferential occupation license	888,775
Permissive occupancy	647,789
Total	11,994,087

The area of land held under the above tenures at 30th June, 1923, was 13,903,623 acres.

With a view to classifying and bringing forward those areas which are suitable for settlement, systematic inspections of Crown lands are made in each district. To meet the demand for land, 996,519 acres, including 376,877

acres for returned soldiers, were made available during the year 1922-23, and in 1923-24 the following areas were made available for the classes of holdings specified :—

	For Ordinary Settlement.	For Returned Soldiers.	Total.
	Acres.	Acres.	Acres.
For Crown Lease	493,801	72,925	566,726
Homestead Farm	316,487	122,559	439,046
Irrigation Farms and Allotments	12,797	...	12,797
Conditional Purchase (original)	10,329	22	10,351
Conditional Purchase and Conditional Lease	2,659	...	2,659
Soldiers' Group Purchases ... ..	...	17,816	17,816
Settlement Purchases	112,737	5,028	117,765
Area acquired under Promotion provisions of the Closer Settlement Act	2,795	11,384	14,179
Additional Holdings (ordinary)	166,644	724	167,368
	1,118,249	230,458	1,348,707
Area gazetted prior to 30th June, 1924, but not available until after that date	81,678	29,355	111,033
Total	1,199,927	259,813	1,459,740

The total areas available for settlement under the various tenures on 30th June, 1924, were as follows :—

	For Ordinary Settlement.	For Returned Soldiers.	Total.
	Acres.	Acres.	Acres.
For Crown Lease	1,457,816	51,200	1,509,016
Homestead Farms	111,091	171,744	282,835
Suburban Holdings	5,497	...	5,497
Conditional Purchase (Original)	3,895,011	...	3,895,011
Week-end Leases	452	...	452
Settlement Purchases	21,265	1,428	22,693
Returned Soldiers' Special Holdings ... ..	...	85	85
Additional Holdings (Generally)	639,851	252	640,103
Total	6,130,983	224,709	6,355,692

The area of 3,895,011 acres, shown above as available for original conditional purchases, consists mostly of unclassified Crown lands of a rough and inferior nature. A considerable proportion of the lands comprised in this area has been available for years, but has remained unselected.

EASTERN AND CENTRAL LAND DIVISIONS.

METHODS OF ACQUISITION AND OCCUPATION.

The acquisition and tenure of land in the Eastern and Central Land Divisions are controlled principally by the Crown Lands Act (consolidated in 1913) and its amendments, together with regulations thereunder. In addition, the Closer Settlement Acts, Returned Soldiers' Settlement Acts, and the Forestry, Mining, Irrigation, and Prickly Pear Destruction Acts regulate certain tenures for specific purposes.

By these acts a great variety of tenures—more than thirty in number—have been created to suit the various circumstances of the lands and settlers of New South Wales and the changing character of rural settlement.

The principal means by which Crown lands in the Eastern and Central Divisions and lands in the Western Division remaining under the Crown Lands Act may be acquired, and the tenures under which they may be held, may be classified as follows :—

Non-Residential Tenures.	Tenures involving Residential Conditions
Methods of Absolute Alienation.	
Auction sale.	Conditional purchase.
After-auction purchase.	Settlement purchase.
Special non-competitive sales.	Returned soldiers' special holding.§
Conditional purchase (40 to 320 acres)	Improvement purchase on goldfields.
Exchange.	
Leases Alienable wholly or in Part.	
Improvement lease.	Conditional lease.
Scrub lease.	Settlement lease.
Inferior lands lease.	Crown lease.
Special lease.§	Homestead farm.†
Special conditional purchase lease (up to 320 acres).	Homestead selection and grant.†
Annual lease.	Conditional purchase lease.
Town lands lease.†	Suburban holding.†
Week-end lease.†	Residential lease on goldfields.§
Prickly-pear lease.	Homestead lease.†
Leases not Alienable.	
Occupation license.	Irrigation farm (Murrumbidgee).†
Permissive occupancy.	Pastoral lease.*
Occupation permit (forest lands).	Lease to outgoing pastoral lessees (section 18).
Forestry lease.	
Snow lease.	
Mineral and auriferous lease.	
Church and school lands lease.§	

* No holdings. † Holdings in Western Division only ‡ Perpetual. § With consent of Minister.

The above classification relates to conditions existing on 30th June, 1924. In December, 1924, the Irrigation Holdings (Freehold) Act established three classes of tenures within all irrigation areas of the State, viz. :—Irrigation farm leases, town lands leases and non-irrigable leases—all of which were made convertible into freehold by purchase.

The rights of alienation attaching to the various classes of leases shown above differ widely, and are usually subject to the qualification that the area to be alienated, together with all other lands held (other than non-convertible leases within five years of expiry), shall not exceed a home maintenance area. Conditional purchase leases and conditional leases are almost entirely alienable, while homestead farms, homestead selections and grants, Crown and settlement leases are subject to the home maintenance area restriction. Improvement leases, scrub leases, and inferior lands leases are alienable only when about to expire and are subject to reservation, the home maintenance limitation and other restrictions inserted in individual leases.

METHODS OF PURCHASE.

Conditional Purchase.

This method of alienation was introduced by the Crown Lands Act of 1861, and has become the most extensively used of all. Briefly, it is a system of Crown land sales by deposit and annual instalment, and operations under other forms of sale are now of small importance. All the principal leasehold tenures may, under certain conditions, be converted wholly or in part into conditional purchases, which may be considered the basal tenure of land settlement in New South Wales.

The outstanding feature of the tenure is the limitation placed upon the area of land which may be held by a conditional purchaser during the currency of his purchase. Lands available for conditional purchase comprise all Crown lands in the Eastern and Central land divisions other than those reserved from sale, leased for a term of years, within the boundaries of towns or other populated areas, or set apart for other classes of holdings. The area to be purchased under residential conditions may not be less than 40 acres, and must not exceed 1,280 acres in the Eastern land division, and 2,560 acres in the Central land division, or must not exceed 320 acres in either division when the buyer does not undertake to reside on the holding. Special areas without residential conditions, ranging up to 320 acres in the Eastern land division, and up to 640 acres in the Central land division, may also be made available.

Any conditional purchaser may take up the maximum area at once, if it is available, or may make a series of additional purchases as land becomes available. To facilitate this, a special tenure (conditional lease) has been created whereby a conditional purchaser may take up land not exceeding three times the area of his conditional purchase, and this may be converted into conditional purchase. The combined area so acquired may exceed the prescribed divisional limit only to make up a home maintenance area as determined in individual cases by the Local Land Board. Holders of freehold lands of at least 40 acres are also permitted to acquire lands as additional conditional purchases and conditional leases, provided the total area of each holding so increased does not exceed the divisional maximum nor a home maintenance area.

Applicants for lands under this tenure must have attained the age of 16 years if males, and 18 years if females, or 21 years in either case if the holding is non-residential. Alien applicants must have resided in New South Wales for at least twelve months, and must become naturalised within five years of acquiring the purchase.

The price of the land for a residential purchase is £1 per acre, unless otherwise notified, in addition to the value of improvements (if any) assessed by the Local Land Board. A deposit of 5 per cent. of the purchase money must be paid in addition to survey fee and stamp duty. The first annual instalment is due at the end of three years from the date of application and, at the holder's option, may be at the rate of 9d. or 1s. for each £ of the price of the land. Such payment comprises repayment of principal, with interest at the rate of $2\frac{1}{2}$ per cent. per annum. The term of purchase, according to the rate of instalment paid, is forty-one or twenty-eight years. Payment for improvements may be made in fifteen equal annual instalments, including interest at the rate of 4 per cent.

The conditions to be observed by purchasers include *bona fide* residence upon the holding for five years after confirmation unless modified by the Local Land Board; fencing or other improvements, as prescribed, to the value of at least 30 per cent. of the price of the land (but not exceeding £384) effected within three years, and to the value of 50 per cent. of the price of the land (but not exceeding £640) effected within five years of confirmation; and the payment of all instalments and prescribed charges.

The price of land taken up as a non-residential purchase is double that of a residential purchase, and the term of payment is twenty-seven years. Fencing to the value of £1 per acre, or other improvements to the value of £1 10s. per acre, must be effected within five years.

All applications connected with the purchases are considered by the Local Land Board, and certificates are issued to the holder by the chairman

upon survey and confirmation, and a further certificate when all conditions, other than payment of balance of purchase money or survey fees have been fulfilled. After all conditions have been fulfilled a Crown grant is issued to the holder.

Under certain conditions a residential conditional purchase may be converted into a homestead farm, and a non-residential purchase into a residential purchase or a homestead farm.

Transfer may be made after the certificate has been issued, but purchases applied for after 31st January, 1909, may be transferred only with the consent of the Minister for Lands.

A conditional lease of not less than 40 acres may be obtained only by the holder of a conditional purchase, subject to the various conditions set out above in respect of conditional purchases. The term of lease is forty years, but may be extended to sixty years upon application during the last five years of the term with the right to convert an area of not less than 40 acres to additional conditional purchase at any time after confirmation. The rent is payable annually at rates appraised by the Land Board, subject to reappraisal at the end of each period of fifteen years. (Further particulars as to conditional leases are given on a later page.)

Number and Area of Conditional Purchases and Conditional Leases.

Transactions in respect of original and additional conditional purchases, from 1862 to 30th June, 1924, were as follow :—

Year ended 30th June.	Conditional Purchases— Applications made during year.		Completed Conditional Purchases— Deeds issued during year.		Uncompleted Conditional Purchases in existence.		Conditional Leases Gazetted during year.	
	No.	Area.	No.	Area.	No.	Area.	No.	Area.
		acres.		acres.		acres.		acres.
1862-1914	287,967	40,675,414	121,749	15,900,930	91,935	17,837,702	30,675	15,683,322
1915	362	46,175	2,354	304,012	90,904	18,035,210	391	319,362
1916	216	22,495	2,462	307,016	89,670	18,315,095	315	259,802
1917	168	25,761	2,851	357,828	88,493	18,693,429	133	122,137
1918	271	32,085	2,861	388,338	87,651	19,225,738	171	184,093
1919	511	75,370	3,698	559,779	86,203	19,435,807	269	293,791
1920	773	126,179	5,397	686,385	82,938	19,365,856	321	231,753
1921	533	90,573	4,792	664,822	75,971	18,672,521	351	158,478
1922	311	59,878	4,882	741,263	75,532	18,436,637	370	201,866
1923	361	69,534	4,113	667,073	72,888	18,199,432	224	132,444
1924	379	70,784	3,374	536,124	71,202	18,122,046	231	233,123
Total (as at 30th June, 1924)	290,952	41,294,238	158,563	21,233,270	71,202	18,122,046	23,242	14,075,585

The particulars of applications for conditional purchases shown above are exclusive of applications to convert the tenures into conditional purchases, whereas the figures relating to completed and uncompleted conditional purchases include large areas converted from other tenures. The total area alienated and in course of alienation by conditional purchase as at 30th June, 1924, was 39,355,315 acres, and, in addition, there were 14,075,585 acres of associated conditional leases which were almost wholly convertible into conditional purchases. The area of uncompleted conditional purchases shown above includes a number upon which payments have been completed, although deeds have not yet been issued.

The area of conditional purchases converted to other tenures—6,099 acres—has been deducted from the above totals.

The number of conditional purchase selections shown is several times greater than the total number of rural holdings in the State, and does not, of

course, represent individual holdings. It represents the number of individual blocks, both original and additional, taken up as conditional purchases and it includes those which have been sold after deeds have been issued and incorporated with other holdings.

Auction Sales and After-auction Purchases.

Crown lands are submitted for auction sale under two systems. Under the ordinary system the balance of purchase money is payable, without interest, within three months of the day of sale, while, under the deferred payment system, the balance is payable by instalments, with 5 per cent. interest, distributed over a period not exceeding ten years; in either case, not less than 10 per cent. of the purchase money must be deposited at the time of sale.

Auction sales were limited by law in 1884 to 200,000 acres in any one year, but the area sold by auction and after-auction purchases, although formerly extensive, has amounted to only 35,539 acres in the last ten years. Town lands may be sold in blocks not exceeding half an acre, at an upset price of not less than £8 per acre; and suburban lands must not exceed 20 acres in one block, the minimum upset price being £2 10s. per acre. Country lands may be submitted in areas not exceeding 640 acres, the upset price being not less than 15s. per acre. The value of improvements on the land may be added to the upset price.

Town or suburban land or portions of country land of less than 40 acres each, which have been passed at auction, may be bought with the Minister's consent, at the upset price; a deposit of 25 per cent. of such upset price is payable at the time of application, the balance being payable on the terms fixed for the auction sale.

Alienation by this method is now very restricted. Only 2,135 acres were sold by auction during 1923-24 in 801 lots, realising £42,205. In addition, 458 acres were sold as after-auction purchases in 470 lots, realising £9,310.

Improvement Purchases.

Holders of miners' rights or of business licenses on a gold-field, being in authorised occupation by residence on land containing improvements, may purchase such land without competition. Improvements must include a residence or place of business, and be of the value of £8 per acre on town land, and of £2 10s. per acre on any other land. Alienation by this means has never been extensive. During 1923-24 the area sold was 20 acres in fifty-three lots for a total sum of £1,212.

Special Non-Competitive Sales.

These comprise land reclamations, rescissions of reservations, unnecessary roads, public land to which no way of access is available, or which is insufficient in area for conditional sale, etc., also residential leases, and the area of Newcastle pasturage reserves for which the purchase money has been paid in full. The amount realised by special sales in 1923-24 was £11,373 in respect of 2,322 acres of land.

The owner in fee-simple of land having frontage to the sea, or to any tidal water or lake, who desires to reclaim and purchase any adjoining land lying below high-water mark, may apply to the Minister for Lands to do so, except in the case of Port Jackson, the control of which is vested in the Sydney Harbour Trust. Reclamations which might interrupt or interfere with navigation are not authorised.

Area Alienated by Crown Land Sales.

Particulars of areas disposed of under the three preceding headings, in quinquennial periods, since 1900, are as follow :—

Years.	Auction Sales.	After-auction Sales.	Improvement Purchases.	Special Sales.	Total.
	acres.	acres.	acres.	acres.	acres.
1900-04* ...	261,328	10,004	942	3,782	276,056
1905-09 ...	80,430	15,801	181	5,817	102,229
1910-14 ...	16,768	6,994	269	9,976	34,007
1915-19 ...	20,527	2,709	241	9,743	33,220
1920 ...	5,661	1,037	28	1,642	8,368
1921 ...	296	360	22	2,036	2,714
1922 ...	241	545	51	2,118	2,955
1923 ...	1,007	563	22	2,674	4,266
1924 ...	2,135	458	20	2,322	4,935

* Calendar years. Subsequent years are for year ended 30th June.

Exchange of Land between the Crown and Private Owners.

Before the granting of fixity of tenure in connection with pastoral leases, the lessees had made it a practice to secure portions of their runs by conditional purchases and purchases in fee-simple. The practice was disadvantageous to the public estate, because Crown lands were left in detached blocks severed by lessees' freehold properties; and the lessees realised that it would be convenient to them to gather their freeholds together in one or more consolidated blocks by surrender of the private lands in exchange for Crown lands elsewhere.

Under the provisions of the Crown Lands Consolidation Act, 1913, the Governor, with the consent of the owner, may exchange any Crown lands for any other lands of which a grant in fee-simple has been issued.

The Governor may accept, in exchange for Crown lands, lands in respect of which a balance of purchase money remains unpaid, if upon payment of such balance the right to a grant in fee-simple becomes absolute. In any such case a grant of Crown lands in exchange will not be issued until the balance of purchase money has been fully paid.

Under this head 31 applications, embracing 19,797 acres, were granted in 1923-24, 15 were either refused or withdrawn, etc., and 109 cases were pending at 30th June, 1924.

Settlement Purchase and Irrigation Farm Purchase.

Particulars of these methods of acquiring land are shown on later pages in relation to Closer Settlement and Irrigation Settlement.

ALIENABLE LEASES.

The principal kinds of leases which may be converted under specified conditions to freehold tenures wholly or in part are the conditional lease, Crown lease, settlement lease, improvement lease, homestead farm, homestead selection and homestead grant, annual lease, special lease, scrub lease, inferior lands lease, conditional purchase lease, prickly-pear lease, and homestead lease. Other leases of this class are suburban holding, residential lease, week-end lease, and lease of town lands.

Conditional Leases.

Certain particulars regarding these leases have been shown on a previous page in connection with conditional purchases. The tenure was introduced by the Act of 1884. A conditional lease may be obtained by any holder of a conditional purchase (other than non-residential), or a conditional purchase within a special area in the Eastern Division. Lands available for conditional purchase are also available for conditional lease, with the exception of lands in the Western Division, and of lands within a special area or a reserve. Applications must be accompanied by a provisional rent of 2d. per acre and a survey fee, except where otherwise provided. The lease was formerly for a period of forty years, but it was provided in 1924 that, upon application during the last five years of its currency, a lease might be extended for a period of twenty years. The rent is determined by the Land Board, and is payable yearly in advance. Any conditional lease, with the exception of a small number of inconvertible conditional leases created by conversion from other tenures, may be converted at any time during its currency into a conditional purchase.

Applications for 149 leases, of an area of 103,537 acres, were lodged during 1923-24, and 143, including applications outstanding from the previous year, representing 65,406 acres, were confirmed.

Conditional leases, to the number of 633, embracing 276,217 acres, were converted into conditional purchases, and conditional leases containing an area of 124,544 acres, were created by conversion. Gazetted conditional leases in existence at 30th June, 1924, numbered 23,242, embracing 14,075,585 acres, at an annual rental of £199,624.

Crown Leases.

Crown leases were constituted under the Crown Lands Amendment Act, 1912, and lands are specially set apart by notification in the *Government Gazette* as available for Crown lease. Crown lands available for conditional purchase (unless otherwise specified in the *Gazette*) are also available for Crown lease. Land may be set apart for Crown lease to be acquired only as additional holdings.

The term of lease is forty-five years, and the annual rent $1\frac{1}{4}$ per cent. of the capital value, as determined every fifteen years. The rent payable for the first year may be remitted if, in addition to the improvements required as a condition of the lease, an equal sum be spent by the lessee in improving the land. Upon the expiration of a Crown lease the last holder thereof possesses tenant rights in all improvements other than Crown improvements. The lessee is required to reside on the land for five years, commencing within six months of the confirmation of the lease. Under the conditions attached to the lease when granted in 1912 the lessee was empowered during the last five years of the lease, unless debarred by notification setting the land apart, to apply to convert into a homestead farm so much of the land as would not exceed a home-maintenance area. But by the Act of 1917 where a Crown lease is not covered by reservation of any kind, so much of it as, with other freehold or convertible leases held by the lessee, does not exceed a home maintenance area may be converted into a conditional purchase, with or without a conditional lease. Since the passing of this Act 326,313 acres of Crown lease have been converted into conditional purchase and conditional purchase lease. The lease may be protected against sale for debt in certain circumstances. Any person qualified to apply for a homestead farm may apply for a Crown lease.

Operations under this class of lease during the past ten years were as follow:—

Year ended 30th June.	Applications.		Confirmed.		Leases current at 30th June.		
	No	Area.	No.	Area.	No.	Area.	Rent.
		acres.		acres.		acres.	£
1912-1914	1,429	1,563,219	825	915,215	1,189	1,605,041	16,468
1915	628	643,189	598	487,155	1,600	1,563,684	16,114
1916	571	864,158	501	780,373	1,760	1,896,765	21,561
1917	541	595,409	445	441,313	2,053	2,134,446	24,845
1918	463	500,388	291	285,248	2,337	2,449,587	28,292
1919	628	934,072	313	341,324	2,565	2,694,879	31,303
1920	1,039	1,393,270	419	593,554	2,841	3,092,904	34,521
1921	635	790,926	548	671,247	2,186	3,664,798	38,512
1922	424	555,629	604	700,419	3,384	4,128,533	38,860
1923	498	790,775	308	550,254	3,613	4,519,500	41,871
1924	412	593,014	277	406,721	3,731	4,764,214	43,464
Total ...	7,317	9,227,077	5,129	6,172,823	3,731	4,764,214	43,464

Since 1916-17 the figures shown above have included a number of Crown leases made available specially for returned soldiers. Particulars of these are shown on page 778.

This tenure was extensively applied immediately from its inception, and it practically superseded the settlement lease under which operations were extensive until 1912. Most of the Crown lands made available each year are set apart under this tenure and that of the homestead farm, also introduced in 1912. The total area of Crown leases confirmed during the thirteen years the tenure has been in existence was 6,172,823 acres, which has been reduced by forfeitures, conversions, etc., so that the area remaining under Crown lease at 30th June, 1924, was 4,764,214 acres.

Settlement Leases.

This tenure was created in 1895. Until 1912 it was extensively used in making land available for settlement, but since the introduction of the Crown lease in that year fresh operations under it have been inconsiderable. Under its conditions farms gazetted as available for settlement lease can be obtained on application accompanied by a deposit of six months' rent and one-tenth of survey fee. The duration of the lease is forty years, and the leaseholder is required to reside on the lease for the first five years of its currency. Rent is payable at the rate specified upon gazettal, subject to the lessee's right to apply for appraisalment within five years and to re-appraisalment at the end of each fifteen years of the currency of the lease.

From its inception very considerable areas of land were taken up under this lease, and by 30th June, 1913, the total area of settlement leases confirmed to applicants was 8,793,663 acres. An amendment of the Crown Lands Act gave holders of settlement leases the right to convert such part of their leases as, with freehold or convertible lands already held, does not exceed a home maintenance area into a conditional purchase with an associated conditional purchase, but where the total holding of freehold land so created would exceed a home maintenance area the excess is granted as conditional lease without rights of conversion.

Between 1909 and 30th June, 1924, a total area of 4,452,498 acres of settlement leases were converted under these conditions into other tenures,

and 48,255 acres, chiefly of special leases, had been converted into settlement leases. Since 1913 only 70,808 acres of new settlement leases have been confirmed, while considerable areas have reverted to the Crown by forfeiture, etc. At 30th June, 1924, there remained under this tenure 1,458 leases, comprising 3,836,205 acres, at an annual rental of £54,723.

The transactions in respect of settlement leases during 1923-24 were as follow:—Applications for original settlement leases, nil; for additional leases, 5 in respect of 12,469 acres; 12 leases, with a total area of 9,900 acres, were confirmed; and 4, of 5,928 acres, were created by conversion of special leases into settlement leases.

Improvement Leases.

This tenure was introduced in 1895 and, by the end of 1903, an area of 9,716,006 acres of improvement leases had been let although the area actually current was considerably smaller. After that year the areas taken up annually showed a considerable falling-off and, up to 30th June, 1924, the total area of improvement leases which had been let was 11,537,967 acres, of which only 2,707,312 acres remained current. The maximum area of improvement leases current at any time was 6,884,330 acres in 1910, the subsequent decrease having been brought about mainly by the withdrawal of leases for settlement in terms of individual leases and a number of other causes, such as forfeiture, expiry, resumption, and the transfer of improvement leases wholly within State forests to the control of the Forestry Commission and their conversion into forestry leases.

In 1923-24, 41 improvement leases, containing a total area of 199,404 acres, were determined, and, in 1924-25, an area of 385,071 acres, comprised in 65 improvement leases and 1 lease of 472 acres under improvement conditions, expired by effluxion of time. However, after exercise of the rights of leaseholders to apply during the last year for conversion of their lease into a homestead grant, only a proportion of this area reverted to the Crown for re-allotment.

An improvement lease may consist of any land in the Eastern or Central Divisions considered unsuitable for closer settlement until improved. It may be obtained only by auction or tender, but prior to 1920 certain leases were granted at fixed rentals under improvement conditions. The rent is payable annually, and the lease is for a period of twenty-eight years, with an area not exceeding 20,480 acres. Upon the expiration of the lease the last holder is deemed to have tenant-right in improvements. During the last year of the lease the lessee may apply for a homestead grant of an area not in excess of a home-maintenance area, including the area on which his dwelling-house is erected. However, only 140,813 acres have been converted in this way. The Advisory Board, constituted under the Closer Settlement Act, 1907, may inspect any land comprised in an improvement lease, and if it finds such land suitable for closer settlement, the Minister may resume the lease, the lessee being compensated. To 30th June, 1924, a total area of 342,821 acres had been withdrawn in this way, £126,794 being paid as compensation to lessees.

During 1923-24 no leases were sold, and no leases under improvement conditions were granted; one lease of 3,205 acres was let by tender at a rental of £99 per annum. Eleven improvement leases, with a total area of 32,007 acres, were converted into homestead selections. There remained current at 30th June, 1924, 598 improvement leases and leases under improvement conditions, with an area of 2,707,312 acres, and rental £17,747.

Homestead Farms.

This tenure was created in 1912. The title of a homestead farm is a lease in perpetuity. Annual rent is charged at the rate of $2\frac{1}{2}$ per cent. of the capital value, but for the first five years the holder, in lieu of payment of rent, may expend an equal amount on improvements of a permanent character, which (except boundary fencing) are in addition to those which are required otherwise by the conditions of the lease. The capital value of the holding is subject to reappraisal after the first twenty-five years and subsequently at intervals of twenty years.

Crown lands available for conditional purchases (unless otherwise notified in the *Gazette*) are also available for homestead farms. Land may be set apart for additional homestead farms, but is available only to applicants whose total holding, if successful, would not substantially exceed a home-maintenance area. Any Crown lands may be set apart for disposal as homestead farms before survey. There is no definite limit placed on the area of a homestead farm, but it is generally notified as available in home-maintenance areas.

A condition of five years' residence is attached to every homestead farm, but in special cases residence in a town or village, or anywhere within reasonable working distance, may be allowed. Residence may be permitted on a holding of a member of the same family, or on another of the selector's holdings within reasonable working distance. Suspensions or remissions may be granted for such periods as determined by the Land Board. In certain cases a wife may carry out residence on her husband's holding, or, conversely, a husband may carry out residence on his wife's holding.

A perpetual lease grant is issued after the expiration of five years from confirmation of the application, if the holder has complied with all required conditions.

Applications received for homestead farms and those dealt with since 1912, are as follow :—

Year ended 30th June.	Applications.				Created by Conversion from other tenures.		Reversal of forfeiture and increased area.		Less—Forfeited, decrease in area, and conversions into other tenures.		Homestead Farms in existence at end of year.	
	Received.		Confirmed.									
	No	Area.	No.	Area.	No.	Area.	No.	Arca.	No.	Area.	No.	Area.
		acres.		acres.		acres.		acres.		acres.		acres.
1912-14	1,013	595,080	760	452,756	28	17,378	...	...	32	19,635	1,223	719,535
1915	605	467,873	437	327,098	11	4,550	1	210	50	33,439	1,155	748,918
1916	372	281,685	348	252,166	6	3,848	...	...	57	35,479	1,452	969,453
1917	271	181,722	167	115,259	2	1,209	2	486	75	49,722	1,548	1,036,685
1918	245	186,853	158	89,020	...	...	4	2,783	82	46,866	1,623	1,081,622
1919	498	572,713	339	383,833	3	1,602	4	2,379	107	58,824	1,867	1,410,612
1920	840	989,884	491	507,417	5	3,211	1	857	76	32,988	2,288	1,889,109
1921	573	562,797	449	437,713	1	151	2	1,056	69	31,181	2,671	2,296,848
1922	473	570,582	375	378,180	8	9,505	1	238	93	62,464	2,961	2,622,307
1923	405	558,531	338	460,502	12	10,690	7	7,537	90	88,131	3,228	3,012,905
1924	391	552,386	269	371,816	4	2,862	9	8,449	105	86,891	3,405	3,309,141
Total	5,676	5,523,106	4,131	3,775,760	80	55,006	31	23,995	836	545,620	3,405	3,309,141

Since 1916-17 homestead farms have been made available specially for returned soldiers. These are included in the above table and are also shown separately on page 778.

The total area of homestead farms confirmed to 30th June, 1924, was 3,775,760 acres and, after adjustments of area by reason of conversion, forfeiture, etc., there remained in existence 3,309,141 acres under this tenure.

The holder of a conditional purchase, or conditional purchase and conditional lease, or homestead selection, or homestead grant, or conditional purchase lease, under certain conditions, may convert such holding into a homestead farm. The area of homestead farms so created to 30th June, 1924, was 55,006 acres. Under certain conditions a homestead farm may be converted into a conditional purchase lease or into a conditional purchase, with or without a conditional lease, and 96,717 acres of homestead farms have been so converted into other tenures. A homestead farm, which is a conversion of a settlement purchase under provision now repealed, may be reconverted into a settlement purchase. Two homestead farms of 449 acres and 722 acres respectively have been so converted.

Homestead Selections and Homestead Grants.

The appropriation of areas for homestead selection was a prominent feature of the Act of 1895, the land chosen for subdivision being generally agricultural land, and the maximum area of holdings limited to 1,280 acres. The tenure is lease in perpetuity with rent at the rate of $1\frac{1}{4}$ per cent. per annum for the first five years or until the issue of the homestead grant, when it is raised to $2\frac{1}{2}$ per cent. or to $3\frac{1}{2}$ per cent. of the appraised value if residence is performed by deputy. Certain residential and improvement conditions were imposed, and on compliance with these for a term of five years a homestead grant is issued.

Since 1912 practically no lands have been made available for original homestead selections, such tenure having been replaced by that of homestead farm. Applications dealt with after 1912, are either in connection with areas previously set apart for homestead selection, or as additional areas, principally the latter. A large number of persons have, however, selected under this form of holding, as will be seen from the following statement which shows the applications and confirmations in regard to homestead selections and homestead grants issued up to 30th June, 1924.

Year ended 30th June.	Homestead Selections.				Homestead Grants issued.		Homestead Selections and Grants in existence.	
	Applications.		Confirmations.					
	No.	Acres.	No.	Acres.	No.	Acres.	No.	Acres.
1895 to 1914	10,039	3,824,103	7,947	2,763,683	4,917	1,934,388	3,868	1,596,911
1915 ...	30	16,983	18	7,233	198	59,919	3,788	1,365,719
1916 ...	8	3,141	17	7,559	161	48,479	3,694	1,317,120
1917 ...	5	3,970	5	1,337	212	54,791	3,585	1,256,036
1918 ...	24	18,175	10	5,535	189	49,306	3,295	1,055,915
1919 ...	20	17,266	23	19,232	172	30,807	3,091	985,914
1920 ...	23	15,365	8	9,690	55	20,502	2,936	912,573
1921 ...	21	14,069	21	7,819	25	9,004	2,863	895,330
1922 ...	15	9,090	9	7,507	33	17,896	2,803	895,298
1923 ...	14	10,080	15	9,124	33	11,973	2,779	915,483
1924 ...	16	11,495	14	10,017	35	21,896	2,752	951,594
Total ...	10,215	3,943,737	8,087	2,848,736	6,030	2,258,961	2,752	951,594

On account of adjustments for conversions to and from other tenures, forfeitures, etc., the number and area of homestead selections and grants in existence have been greatly reduced.

Operations under this tenure were at first very extensive, but they gradually diminished, and in 1911-12, the year before the homestead farm was introduced, only 94,641 acres of homestead selections were confirmed. The Crown Lands Amendment Act of 1908 authorised the conversion of homestead selections and grants into conditional purchases and conditional leases. Extensive advantage has been taken of this provision, and to 30th June, 1924, an area of 1,834,324 acres of homestead selections and grants had been so converted. This accounts for practically the whole of the difference between the area of homestead selections confirmed (2,848,736 acres) and the area remaining in existence (951,594 acres) the remainder having reverted to the Crown by forfeiture, etc. Under the Crown Lands (Amendment) Act of 1912, a homestead selection or grant may be converted into a homestead farm, but there have been only two cases of conversion of this kind, viz., one for 104 acres and one for 3,000 acres.

Leases of Scrub and Inferior Lands.

These tenures were introduced in 1889 in order to provide for the effective occupation and improvement of lands not suited for ordinary pastoral occupation.

Scrub leases and inferior lands leases may be obtained by auction, or by tender, and scrub leases may also be obtained by application. There is no limitation as to area, and in the case of a scrub lease obtained by application the rent is appraised by the Local Land Board. The initial rent of an inferior-lands lease prevails throughout the whole term; but the terms of a scrub lease may be divided into periods, the rent for each period being determined by reappraisement. The term of each class of lease normally does not exceed twenty-one years, but may be extended to twenty-eight years. The holder of a scrub lease must take such steps as the Land Board may direct for the purpose of destroying the scrub, and keeping the land clear afterwards. Upon the recommendation of the Closer Settlement Advisory Board the Minister may resume any scrub lease considered suitable for closer settlement and compensate the lessee. To 30th June, 1924, an area of 207,450 acres had been so resumed, and £70,731 had been paid as compensation to lessees. During the last year of either class of lease, application may be made for a homestead grant of an area not in excess of a home-maintenance area, but where the lease does not substantially exceed a home-maintenance area it may be so converted at any time during its currency. The first leases were granted in 1890, and the first conversions of scrub leases occurred in 1920-21, since when 44,394 acres have been converted into homestead grants. In addition considerable areas of scrub leases wholly within State forests have been transferred to the control of the Forestry Department and largely converted into forestry leases.

The area of inferior-lands leases has never been extensive, while that under scrub leases reached its maximum of 2,273,123 acres in 1912, since when it has steadily diminished.

There were in existence at 30th June, 1924, 183 scrub leases, with an area of 1,099,355 acres, and rental of £4,820; and 22 inferior land leases, embracing 59,787 acres, and rent, £201. During 1923-24 an area of 76,239 acres of scrub leases was determined, and, in 1924-25, 6 leases of 38,577 acres reverted to the Crown by effluxion of time.

Annual Leases.

Unoccupied lands, not reserved from lease, may be obtained for pastoral purposes as annual leases on application, or they may be offered by auction or tender. No conditions of residence or improvement are attached to

annual leases, which convey no security of tenure, the land being alienable by conditional purchase, auction sale, &c. The area in any one lease is restricted to 1,920 acres. In certain circumstances an annual lease may be converted into a lease under improvement conditions for a term not exceeding ten years.

The area under annual lease fluctuates from year to year, but is steadily diminishing. It amounted to 8,687,837 acres in 1903 and 2,953,296 in 1920. The number of annual leases current at 30th June, 1924, was 4,493, embracing 1,730,781 acres, with an annual rent of £14,054, inclusive of 31 annual leases, comprising 36,572 acres in the Western Division.

Special Leases.

Special leases not exceeding an area of 320 acres are issued to meet cases where land is required for some industrial or business purpose, but between 1917 and 1924 areas up to 1,920 acres were made available for agriculture or grazing. A special lease may be obtained by application, auction, or otherwise, but the term of the lease may not exceed twenty-eight years. Conditions as to the rent, residence, improvements, etc., in each case are determined by the Minister.

The Crown Lands Act, passed in 1908, provides for the conversion of a special lease by a qualified leaseholder, with the consent of the Minister, into a conditional purchase lease, an original or additional conditional purchase, an original or additional homestead selection, an original or additional settlement lease, a conditional lease, or homestead farm. Under this provision 665,073 acres of special leases have been converted into various new tenures.

The number of special leases granted during 1923-24 numbered 685, with a total area of 88,506 acres; and 438 leases, representing 58,214 acres, were converted into other tenures. After allowance has been made for leases which had terminated, were forfeited, surrendered, etc., and those which expired by effluxion of time, 7,300 leases, with an area of 795,780 acres and rental of £44,179, were current at 30th June, 1924.

Conditional Purchase Leases.

This form of tenure was created in 1905; but, as in the case of homestead selections and settlement leases, it is obsolete for the purpose of selection, as lands are not now made available under it. The area held under conditional purchase lease reached a maximum of 677,961 acres in 1911, since when it has steadily decreased.

The term of the lease was originally forty years, but in 1924 it was increased to fifty years with rent at $2\frac{1}{2}$ per cent. per annum of the capital value, which is to be re-appraised at the end of the first twenty-five years. No fixed limit was placed on areas made available, but conditions as to residence, cultivation, etc., were prescribed. Conversion to the tenures of conditional purchase and homestead farms are permitted, the total area so converted being 447,331 acres.

A special conditional purchase lease may be granted without obligation of residence in respect of areas not exceeding 320 acres on condition that improvements to the value of 10s. or more per acre, as determined by the Minister, are effected within three years of application.

During the year 1923-24 two applications were received for original leases of 3,054 acres, but there were no applications for additional conditional purchase leases. Two applications for 108 acres for special conditional purchase leases were also received, and three of 656 acres were confirmed during the year. Six leases were created by conversion from other tenures,

one lease was added by subdivision, and the area of existing leases was increased by 14a res. Forty-six leases, of 28,520 acres, were converted into conditional purchases. The leases holding good at 30th June, 1924, numbered 369, with an area of 265,643 acres, the annual rent amounting to £7,802.

Prickly Pear Leases.

Under the Prickly Pear Destruction Act, 1901, certain common or Crown lands infested with prickly pear may be offered for lease by auction or tender, and may be let for a term not exceeding 21 years, subject to prescribed conditions as to improvements, rent, &c. At 30th June, 1924, the number of prickly pear leases was 53 and the area so leased was 21,028 acres, at a total annual rental of £302. Under certain conditions a prickly pear lease may be converted to a homestead selection and two leases of 446 acres have been so converted.

Homestead Leases.

The last two leases under this tenure terminated during 1923-24.

Suburban Holdings.

The tenure of suburban holding was introduced in 1912. It is a lease in perpetuity with certain conditions as to residence and perpetual payment of rent. Under certain conditions the leaseholder may be permitted to purchase his holding. Any suburban Crown lands, or Crown lands within population boundaries, or within the Newcastle pasturage reserve, or any other Crown land, may be set apart for disposal by way of suburban holding.

The area of a suburban holding is determined by the Minister for Lands; the rent—minimum, 5s. per annum—is calculated at the rate of $2\frac{1}{2}$ per cent. of the capital value, to be appraised for each period of twenty years. Males under 16 years and females under 18 years are disqualified from applying. A married woman may apply in certain cases, provided her husband has not acquired a suburban holding. After the expiration of five years from date of confirmation, and subject to fulfilment of all conditions, a perpetual lease grant is issued. The right to purchase suburban holdings was conferred in 1917.

No rent is chargeable on holdings in course of purchase, the principal with interest at the rate of $2\frac{1}{2}$ per cent. per annum on the balance being paid by annual instalments extending over a period of 10 years.

The number of confirmations and purchases of suburban holdings since the introduction of the tenure were as under:—

Yearended 30th June.	Confirmations.		Suburban Holdings in existence at the end of year.*		Annual Rent.	Suburban Holdings— Purchases approved to the end of the year.		
	No.	Area.	No.	Area.		No.	Area.	Price.
		acres.		acres.	£		acres.	£
1912-1914	964	23,230	902	22,114	2,473	...	...	...
1915 ...	477	9,299	1,311	36,717	3,495	...	...	...
1916 ...	400	6,775	1,535	34,110	4,043	...	...	...
1917 ...	230	2,937	1,662	36,631	4,246	...	...	...
1918 ...	186	3,318	1,804	38,354	4,381	11	289	915
1919 ...	183	3,226	1,809	39,170	4,670	136	2,057	12,035
1920 ...	181	4,073	1,826	40,198	4,401	259	4,252	23,207
1921 ...	282	6,764	1,995	45,475	4,830	333	5,169	30,446
1922 ...	415	9,121	2,260	51,071	5,470	397	6,382	35,535
1923 ...	272	5,130	2,389	55,025	5,818	468	7,253	40,566
1924 ...	153	3,617	2,373	56,376	5,766	559	8,908	49,514

* Exclusive of purchases approved.

The average size of suburban holdings in existence at 30th June, 1924, was 24 acres, the average size of such holdings sold was 16 acres, and the average price of purchases approved £5 11s. per acre.

To 30th June, 1924, deeds of purchase had been issued in respect of 126 suburban holdings, embracing 1,287 acres; these are excluded from the above table.

Residential Leases.

The holder of a "miner's right" within a gold or mineral field may obtain a residential lease. A provisional rent of 1s. per acre is charged, the maximum area allowed is 20 acres, and the longest term of the lease twenty-eight years; the annual rent is appraised by the Land Board. The principal conditions of the lease are residence during its currency, and the erection within twelve months of necessary buildings and fences. Tenant-right in improvements is conferred upon the lessee. The holder of any residential lease may, after five years, acquire the land by improvement purchase with the consent of the Minister as described on a previous page.

There were 838 leases, embracing 11,527 acres at a rental of £1,571 current at 30th June, 1924.

Week-end Leases.

This tenure, created by the Crown Lands Amendment Act, 1916, is a lease in perpetuity of an area not exceeding 60 acres, subject to payment of rent at the rate of $2\frac{1}{2}$ per cent. of the capital value, to the effecting of substantial improvements worth £1 per acre within five years from confirmation, and to the performance of such special conditions as may be notified. Residence is not necessary. The minimum rent is £1. Any adult (except a married woman not judicially separated from her husband) may apply, but persons who already hold land within areas defined in a notification setting apart the land for week-end leases are generally disqualified.

Week-end leases, on approval by the Minister, may be purchased, and payment must be made within three months from date of demand, or within such further period as the Minister may allow.

Transfers may be made at any time with the Minister's consent, but must be to a qualified person, except in cases of devolution under a will or intestacy. The consideration for a transfer must not exceed the capital value of the improvements on the land.

During the year ended 30th June, 1924, 15 applications for 81 acres were received, and confirmation was made in 12 cases with an area of 108 acres at an annual rental of £12. At 30th June, 1924, the lease current numbered 162, of an area of 791 acres, and annual rental £154. In addition, deeds of purchase had been issued for 22 leases of 8 acres, and approval to purchase granted in the case of 13 leases of 117 acres.

Leases of Town Lands.

Crown lands within the boundaries of any town may be leased by public auction or by tender. The lease is perpetual, and the area included must not exceed half an acre. The amount bid at auction or offered by tender (not being less than the upset value) is the capital value on which the annual rent at the rate of $2\frac{1}{2}$ per cent. is based for the first period of twenty years. The capital value for each subsequent twenty years' period is determined by the Land Board.

The lease may contain such covenants and provisions as may be gazetted prior to sale or tender. Residence is not necessary. No person is allowed to hold more than one lease, unless with the permission of the Minister on recommendation by the Land Board. The holder of a town lease may be allowed to purchase.

In the year 1923-24 one after-auction tender was received and refused. Deeds of purchase have been issued for 34 lots embracing 10 acres, and approval to purchase granted in 51 cases for an area of 15 acres. On 30th June, 1924, there were 362 leases, containing 129 acres, the annual rental being £286.

INALIENABLE LEASES.

The term "inalienable leases" is here used to signify that the statutory conditions attaching to the leases so classified do not permit the leaseholder to purchase any part of his lease nor to convert into another leasehold tenure involving the right of purchase.

On the foundation of the Colony all lands vested in the Crown, and for many years permits to occupy unsold Crown lands were issued on various conditions.

The principal inalienable tenures now in existence are described below.

18th Section and Pastoral Leases.

Under the Crown Lands Amendment Act of 1903, the registered holder of any pastoral lease, preferential occupation license, or occupation license, could apply for a lease, for not more than twenty-eight years, of an area not exceeding one-third of the total area of the land comprised within the lease or license, subject to such rent, conditions or improvements, and withdrawal for settlement as may have been determined. These are known as 18th Section Leases, having been granted under the Land Act of 1903, which has been repealed. The area of land held under this tenure has decreased rapidly since 1914, when the area so held exceeded a million acres.

At 30th June, 1924, these leases, also known as "Leases to Outgoing Pastoral Lessees," numbered 68, with an area of 270,222 acres, and rental of £2,659. There were no pastoral leases in existence on 30th June, 1924, in the Western Division which had not been brought under the provisions of the Western Lands Act. Upon the recommendation of the Closer Settlement Advisory Board the Minister may resume for closer settlement any 18th Section lease; and to 30th June, 1924, an area of 14,424 acres had been so resumed and £3,274 paid as compensation to lessees.

Forestry Leases and Occupation Permits.

Unoccupied Crown Lands and leases situated entirely within dedicated forests are controlled exclusively by the Forestry Commission, which has power to lease or otherwise permit their use for pastoral or other approved purposes.

Forestry leases limited to twenty years have been granted for grazing purposes, and occupation permits usually on an annual tenancy, but sometimes for a period of fourteen years, have been granted for grazing, bee-farming, and forest saw-mills. For grazing purposes the rent is usually fixed in relation to the grazing capacity of the land.

The total area of forestry leases and occupation permits wholly within State forests, at 30th June, 1924, was 2,040,180 acres under the Forestry Acts, and 109,938 acres under the Crown Lands Acts, but administered by the Forestry Department; in addition, there were portions of other leases not wholly within State forests administered by the Department of Lands. Particulars of these are not at present available.

Snow Leases.

Vacant Crown lands on the Southern Highlands, which for a portion of each year are usually covered with snow, and are thereby unfit for continuous use or occupation, may be leased by auction or tender as snow leases.

Not more than one snow lease may be held by the same person. The maximum area of any snow lease is 10,240 acres. The term of the lease is seven years, but may be extended for a further three years.

At 30th June, 1924, there were 19 leases current, embracing 126,020 acres ; and rent, £1,097. This tenure was introduced in 1889, and the area of snow leases reached a maximum of 134,420 acres in 1920.

Mineral and Auriferous Leases.

Under the Mining Act, the Minister for Mines is empowered to grant certain rights for the operations of miners on any lands within the State. These are known as mineral and auriferous leases and generally they take precedence over other forms of tenure. The area so held has steadily increased since 1914 when it was 199,060 acres. There were at 30th June, 1924, 252,957 acres held as mineral and auriferous leases, exclusive of leases to mine on private lands. The area leased in this way is not included in the areas covered by other land tenures. Permits to mine under roads and reserves covered an area of 1,166 acres.

Church and School Lands Leases.

The history of Church and School lands leases, showing the present status of leaseholders, was published on page 859 of the Year Book for 1921.

The total area of Church and School lands held under lease at 30th June, 1924, in the Eastern Division, was 11 acres, at a rental of £330 per annum, the subdivision being as follows :—

	No.	Area. acres.	Rent. £
Agricultural	1	1	1
Ninety-nine Year	37	10	326
Water Races	1	10 miles (about)	3
Total	39	11	330

Occupation Licenses.

Occupation licenses may be of two kinds (a) preferential occupation licenses, consisting of the area within an expired pastoral lease, and (b) ordinary occupation licenses, which relate to the parts of the holdings formerly known as resumed areas. They may be acquired by auction or tender. Occupation licenses extend from January to December, being renewable annually at a rent determined by the Land Board.

An occupation license entitles the holder to occupy Crown lands so granted for grazing purposes, but it does not exempt such lands from sale or lease of any other kind. The licensee, however, is granted tenant rights in any improvements made to his holding with the written consent of the Crown.

The area under occupation license (Crown Lands Act) was represented at 30th June, 1924, by 508 ordinary licenses for 2,440,873 acres, rental £4,866 ; and 281 preferential licenses, representing 687,700 acres, and rent £4,480. The area occupied in this way was formerly very extensive, being nearly 10,000,000 acres in 1904.

Permissive Occupancy.

Permissive occupancy is a form of tenancy at will from the Crown, at a fixed rental for a short period, terminable at any time by a written demand for possession from the Secretary for Lands or by written notice from the tenant. The occupant has tenant rights in improvements effected by him,

The number of permissive occupancies in existence at 30th June, 1924, was 5,091, comprising 2,182,302 acres, with a rental of £10,995. The area held under this tenure has increased gradually during the last twenty years.

CONVERSION OF TENURES.

In describing the various methods of acquisition and occupation, details have been given of provisions of the Crown Lands Act which confer on certain holders of Crown lands the right of conversion into more desirable tenures. These may be summarised briefly thus:—

A conditional lease or a conditional purchase lease may be converted, at the option of the holder, into a conditional purchase. A homestead farm, a homestead selection, a settlement lease, or a Crown lease may be converted into a conditional purchase with (if desired) an associated conditional lease, subject to the proviso as to a home maintenance area described below. A homestead farm or homestead selection may, in certain circumstances, be converted into a conditional purchase lease and a conditional purchase lease may be converted into a homestead farm. During the last five years of its currency a Crown lease may, with the approval of the Minister, be converted into a homestead farm, while up to 1,280 acres of a settlement lease may (after five years) be converted into a homestead grant. A special lease, unless debarred, may be converted, at the discretion of the Minister, into a conditional purchase lease, conditional purchase, conditional lease, homestead selection, settlement lease, or homestead farm. Under various conditions an improvement lease, scrub lease or prickly pear lease not otherwise reserved may be converted into a homestead selection not exceeding in extent a home maintenance area.

In the case of a homestead farm, homestead selection, Crown lease or settlement lease the area that may be converted, together with the area held by the applicant under any other tenure (other than a lease having less than five years to run without the right to purchase the freehold), must not exceed a home maintenance area as determined by the Local Land Board.

The following statement shows the number and area of holdings in respect of which conversions were confirmed during the year 1923-24:—

Tenure of Holding Converted.	New Tenure Confirmed.													
	Conditional Purchase.		Con- ditional Purchase and Associated Con- ditional Lease.		Con- ditional, and Con- ditional Purchase, Leases.		Home- stead Selection.		Settle- ment Lease.		Home- stead Farm.		Total Confirma- tions.	
	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.
Conditional Leases ..	633	276,217	..	acres.	..	acres.	..	..	..	acres	..	acres.	633	acres.
Conditional Purchases ..	46	28,520	..	..	..	..	..	..	..	..	..	..	46	28,520
Homestead Selections or ..	62	28,377	1	1,262	..	..	..	..	..	..	..	..	63	29,639
Grants ..	15	18,243	47	142,133	..	..	..	..	..	..	..	..	62	160,376
Settlement Leases ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Non-residential Condi- tional Purchase s ..	438	58,214	1	326	38	10,787	4	352	4	5,928	4	2,862	439	78,463
Special Leases ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Prickly-pear Leases ..	..	..	..	..	..	..	7	23,424	..	..	..	..	7	23,424
Scrub Leases ..	..	..	..	..	..	..	11	32,007	..	..	..	..	11	32,007
Improvement Leases ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Crown Leases ..	49	23,013	16	22,868	..	..	..	..	..	..	..	..	65	45,881
Homestead Farms ..	17	6,138	3	2,800	..	..	..	..	..	..	..	..	20	8,938
Total ..	1,260	438,722	68	169,333	38	10,787	22	55,733	4	5,928	4	2,862	1,396	683,465

* Includes 68 associated Conditional Leases, 114,237 acres.
embracing 480 acres.

† Includes 6 Conditional Purchase Leases

Particulars of the number and area of new tenures obtained by conversion during each of the past ten years are shown below :—

New Tenure Confirmed.														
Year ended 30th June.	Conditional Purchase.*		Conditional Purchase and Associated Conditional Lease.†		Conditional and Conditional Purchase Lease.*		Home- stead Selection.		Settle- ment Lease.		Home- stead Farm.		Total Confirmations.	
	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.	No.	Area.
		acres.		acres.		acres.		acres.		acres.		acres.		acres.
1915	1,095	420,933	54	196,325	12	2,265	8	2,503	1	21	11	4,550	1,181	626,607
1916	1,216	547,347	46	165,375	13	5,092	11	4,597	2	600	6	3,848	1,294	726,859
1917	1,492	686,809	43	162,842	25	15,831	12	2,641	12	3,198	2	1,209	1,588	872,740
1918	1,880	863,461	87	213,849	12	4,272	6	2,272	...	...	...	...	1,985	1,083,854
1919	1,952	711,042	64	157,021	32	23,213	1	6,100	1	283	3	1,602	2,053	896,261
1920	1,659	511,315	96	217,835	30	6,099	7	3,178	3	380	5	3,211	1,800	742,018
1921	1,598	501,861	78	174,756	34	11,074	23	36,980	3	2,894	1	151	1,737	727,722
1922	1,302	455,018	56	122,923	30	8,297	29	39,371	23	18,238	8	9,505	1,440†	†653,801
1923	1,201	393,649	43	115,421	24	8,339	27	46,978	15	4,298	12	10,620	1,323†	†580,092
1924	1,270	438,722	68	169,383	38	10,787	22	55,783	4	5,923	4	2,862	1,396	683,465

* Including non-residential conditional purchases. † Including 1 homestead farm converted to a settlement purchase of 449 acres in 1922, and 1 of 722 acres in 1923.

The above table includes particulars of leases converted under the original conditions on which they were granted as well as of leases granted under the special conversion privileges granted by the Acts of 1909 and 1916. For instance, the right to convert conditional leases and conditional purchase leases into conditional purchases was granted when they were first introduced, as also was the right to convert scrub and improvement leases under certain conditions into homestead selections. On the other hand, the Crown Lands Amendment Act of 1908 conferred on holders the right to convert homestead selections, settlement leases and non-residential conditional purchases into conditional purchases, while special leases were made convertible into any of a number of tenures with the consent of the Minister.

In 1916 Crown leases and homestead farms which had been created as leases in 1912 were made convertible into conditional purchases.

WESTERN LAND DIVISION.

The lands of the Western Division, comprising 80,318,708 acres, or two-fifths of the area of the State, are for the most part sparsely settled, and occupation is somewhat precarious on account of the low and uncertain rainfall.

The administration of these lands is regulated by the Western Lands Act, 1901, and is controlled by three Commissioners, constituting "The Western Land Board of New South Wales," who, sitting in open Court, exercise all the powers conferred upon Local Land Boards by the Crown Lands Acts.

Subject to existing rights and extension of tenure granted under certain conditions, all forms of alienation (other than by auction) and lease prescribed by the Crown Lands Acts, ceased to operate within the Western Lands Division from 1st January, 1902.

The registered holder of a homestead selection or grant, pastoral, homestead, settlement, residential, special, artesian well, improvement, scrub, or inferior lands lease or occupation license of land in the Western Division, may apply to bring his lease or license under the provisions of the Western Lands Acts of 1901 and 1905; in cases where application has not been made, such lease or license is treated as if the Acts had not been passed.

Crown lands within this division are not available for lease until so notified in the *Gazette*, but leases for special purposes may be granted upon

certain conditions, and holders of areas which are considered too small to maintain a home or to make a livelihood may obtain an additional area under certain conditions as a lease. Lands are gazetted as open for lease at a stated rental under specified conditions with respect to residence, transfer, mortgage, and sub-letting.

All leases issued or brought under the provisions of the Western Lands Acts of 1901 and 1905, except special leases, expire on 30th June, 1943. Conditional leases, which number 81 and embrace 109,439 acres, however, may be converted into conditional purchase before expiry. In cases where a withdrawal is made for the purpose of sale by auction or to provide small holdings, the lease of the remainder may, as compensation, be extended for a term not exceeding six years.

The rent on all leases brought under the provisions of the Act is determined by the Commissioners for the unexpired portion. The minimum rent or license fee is 2s. 6d. per square mile or part thereof; the maximum is 7d. per sheep on the carrying capacity determined by the Commissioners.

Holdings under the Western Lands Acts as at 30th June, 1924, were classified as follow:—

Class of Holding.	Leases issued.	Area.	Annual Rental.
New Leases issued under Western Lands Act :—	No.	acres.	£
Special Leases... ..	340	788,460	1,915
Section 32, Western Lands Act Leases	293	2,815,394	2,603
Part VII, " "	614	16,641,652	16,042
Preferential Occupation Licenses	35	888,775	591
Leases under Crown Lands Act brought under Western Lands Act :—			
Pastoral Leases	287	34,150,977	56,599
Subdivision Leases	47	3,086,147	3,541
Homestead Leases	1,113	10,332,990	27,244
Improvement Leases	112	1,898,304	1,147
Scrub Leases	3	17,431	31
Inferior Lands Leases	2	186,450	40
Settlement Leases	8	40,050	130
Artesian Well Leases	31	317,111	501
Special Leases (Conversion)... ..	43	8,898	193
Occupation Licenses	76	3,415,867	1,003
Homestead Selections and Homestead Grants	34	24,765	155
Conditional Leases	81	109,439	536
Total... ..	3,119	74,717,710	112,271

In addition there were 2,029,121 acres of alienated land ; 647,789 acres under temporary tenures ; 1,791,229 acres of unoccupied land of low grade ; 930,952 acres of unalienated town lands, beds of rivers, commonages, etc., and 201,907 acres of land still under the Crown Lands Act, completing a total of 80,318,708 acres of land in the Western Lands Division.

PRICKLY PEAR LANDS.

Public attention was first called in Parliament to the growth of prickly pear as a pest in 1882, and in 1885 it was stated that an area of 5,000 acres had become infested in the upper Hunter district. In 1886 a Prickly Pear Destruction Act was passed, and with some modification in 1901 this remained the law relating to the pest until 1924. The law, however, was not put into operation extensively, and the spread of the pest continued practically

unchecked. In 1911 it was estimated that 2,000,000 acres of land were infested with pear, and at the end of 1924 the area so infested was stated to be 7,600,000 acres, the greater part of which, however, was lightly infested.

At this juncture the law was completely revised and the Prickly Pear Act, 1924, was designed to provide means for preventing the further spread of the pest and of eradicating it where possible. This Act (as amended in 1925) related to all lands infested by prickly pear and provided for the appointment of a Commissioner to administer its provisions. It was made an obligation on the owners and occupiers of all lands within the State to keep uninfested land entirely free from prickly pear, and all owners and occupiers of freehold or leased lands already infested were required to make an annual return to the Commissioner, showing the area of their holdings upon which prickly pear is growing, together with information as to the steps being taken to deal with it.

The Commissioner may delimit prickly pear zones and classify the land within such zones into four grades, according to whether it is free from prickly pear, lightly infested, heavily infested or very heavily infested, and may issue instructions to land holders requiring them to take steps to clear their lands. Failure to comply with such a direction may be met by penalty, and, in addition, the Commissioner may have the land cleared at the expense of the owner. Upon the recommendation of the Commissioner, the Minister may give assistance to any owner in clearing his land in the form of an advance repayable over a term not exceeding twenty years; and by agreement with the holder, the terms and conditions of leases of any infested lands leased from the Crown may be varied in any manner approved by the Governor. Crown lands already infested may be leased under the Prickly Pear Act, under special conditions.

Where any private land is classified as very heavily infested, *i.e.*, as land of less value than the cost of freeing it from pear, the owner may divest himself thereof by surrendering it to the Crown, and in such case he is required to fence off the surrendered portion and to maintain free of pear a strip of land 10 feet wide within and around such surrendered portion. Crown lands classified as very heavily infested may be granted by the Minister to any person who has freed them from pear.

The Act establishes a Prickly Pear Destruction Fund by providing for five years from 1st January, 1925, an annual appropriation of £30,000 from Consolidated Revenue. This fund is under control of the Minister, to be applied by him for the administration of the Act. The Minister is empowered to make grants from this fund for the purpose of assisting councils, pastures protection boards, and the trustees of cemeteries, commons, or reserves to meet their obligations under the Act.

CLOSER SETTLEMENT.

The circumstances leading to the adoption of what is known as the "Closer Settlement Policy" are described on page 716. Further reference to the subject may be found in previous Year Books.

The Closer Settlement Acts provide that the Minister for Lands may, with the sanction of the Governor and the approval of Parliament, purchase private estates at a price approved by Parliament. But any alienated estate whose unimproved value exceeds £20,000 may be compulsorily resumed for closer settlement.

Land comprised in any improvement or scrub lease, or section 18 lease, may also be resumed or purchased under agreement for closer settlement upon the recommendation of the Closer Settlement Advisory Board. To 30th

June, 1924, an area of 564,695 acres comprised in 64 long-term leases had been re-acquired in this way at a cost of £200,799, and had been disposed of in 605 farms consisting of homestead farms and Crown leases under the Crown Lands Consolidation Act.

Within six months after the passing of an Act sanctioning the construction of a line of railway, the governor may notify a list of estates within 15 miles of the the railway line; within six months of this notification the Governor may notify his intention to consider the advisableness of acquiring for purposes of closer settlement land so notified, the property of one owner, and exceeding £10,000 in value. The area of land under notification in June, 1924, was, 2,300,533 acres.

At any time after a proclamation of intention to consider the advisableness of acquiring an estate, if an agreement be made that the land shall be subdivided for closer settlement by the owner, the power of resumption may be suspended for a term not exceeding two years. Any sale or lease made under such agreement, and any subsequent sale, lease, or transfer made within five years of the original sale or lease, must be submitted to the Minister, and if it be found that the owner has failed to fulfil the conditions, the suspension of the power of resumption shall cease.

The total area acquired under the ordinary provisions of the Closer Settlement Acts, was 1,145,758, acres at an aggregate purchase price of £4,544,230. This area originally consisting of fifty-eight estates, was divided into 2,463 farms. Except in regard to Returned Soldiers' Settlement, operations under the ordinary provisions of the Closer Settlement Acts have ceased and are now confined to promotion proposals, *i.e.*, cases where owners agree to sell estates under closer settlement conditions. Particulars of the provisions of the earlier Closer Settlement Acts and details of the operations thereunder are given in previous Year Books.

Closer Settlement Promotion.

The provisions of the Closer Settlement Acts of 1918 and 1919, which replace the Closer Settlement Promotion Act, 1910 (repealed), enable three or more persons, or one or more discharged soldiers, each of whom is qualified to hold a settlement purchase, to negotiate with an owner of private lands, and under certain conditions to enter into agreements with him to purchase a specified area on a freehold basis, for a price to be set out in each agreement. Any one or more discharged soldiers or sailors may also enter into agreements to purchase on a present title basis from the holder a conditional purchase; a conditional purchase lease; a conditional purchase and conditional lease, including an inconvertible conditional lease; a homestead selection; a homestead farm; a settlement lease; a Crown lease, or any part of one or more of such holdings, or an improvement or scrub lease, not substantially more than sufficient for the maintenance of a home.

Upon approval by the Minister, the vendor, in the case of private land, surrenders the area to the Crown, and the purchaser acquires it as a settlement purchase. In the case of land acquired on present title basis, the vendor transfers it to the purchaser. The vendor is paid by the Crown, either in cash or in Closer Settlement Debentures, and the freehold value of the land, inclusive of improvements thereon, purchased for any one person must not exceed £3,000, except in special cases where the improvements warrant it, when the freehold value may be up to £3,500; if the land is found suitable for grazing only, the freehold value may be up to £4,000.

Each farm is worked independently, the co-operation of the applicants ceasing with the allotment of an area. Each applicant has to pay a deposit

of $6\frac{1}{2}$ per cent. of the Crown valuation of the farm granted to him, except discharged soldiers or sailors, who are not required to pay any deposit. Repayments of the balance of the purchase money to the Crown are subject to the regulations in force at the date of commencement of title. At present the regulations provide for repayment at the rate of $6\frac{1}{2}$ per cent. per annum of the capital value of the farm, where the purchase money is paid in cash; this includes interest at the rate of $5\frac{1}{2}$ per cent. on the outstanding balance, the whole indebtedness being discharged in thirty-two years, where the initial deposit is paid. If the land is paid for by debentures, the deposit and annual instalments to be paid by applicants are $1\frac{1}{2}$ per cent. in advance of the rate of interest paid by the Crown in connection with the debentures, and the interest to be paid on the unpaid balance of purchase money is $\frac{1}{2}$ per cent. in advance of the rate of interest paid by the Crown as aforesaid.

Postponement of the payment of instalments and of interest for a period may be sanctioned in special circumstances, and holders of farms may obtain advances from the Rural Bank Commissioners on account of improvements effected.

From the commencement of the Closer Settlement Promotion Act in September, 1910, till 30th June, 1924, promotion proposals were received in respect of 7,469 farms of a total area of 3,860,244 acres, the amount involved being £17,739,412, but many of these proposals were either withdrawn or refused. The total number of promotion proposals under the Closer Settlement Acts allotted and finally dealt with for which payment had been made by the Government Savings Bank and from the Closer Settlement Fund as at 30th June, 1924, were 3,731 farms, representing 1,774,920 acres, in respect of which a sum of £8,254,009 had been advanced; of this number 1,149 farms, embracing an area of 471,104 acres at a cost of £2,439,230, were paid for by the Government Savings Bank, and payment was made from the Closer Settlement Fund in respect of the balance.

In all (exclusive of irrigation projects) 1,841 estates and leases had been acquired by the Government for purposes of closer settlement of civilians and returned soldiers. These estates embraced 3,798,493 acres, for which the purchase price was £13,719,343, and there were added 104,326 acres of adjacent Crown lands. The total number of farms made available was 7,707.

Summary of Closer Settlement Operations.

The following table provides a summary of the various closer settlement operations, including lands acquired and administered under the Closer Settlement and Returned Soldiers' Settlement Acts, lands acquired by executive authority and by virtue of section 197 of the Crown Lands Act, and administered by the Closer Settlement Board :—

Mode of Acquisition.	Estates Acquired	Area.		Price paid for Acquired Land.	Farms made available.		
		Acquired.	Adjacent Crown Lands.		No.	Area.	Value.
	No.	Acres.	Acres.	£		Acres.	£
Direct Purchase*	27	266,917	173	466,387	505	266,015	506,660
Crown Lands Act (s. 197)†	23	46,203	374	253,918	403	45,594	324,942
Closer Settlement Act—							
Promotion Provisions ...	1,669	1,774,920	...	8,254,009	3,731	1,774,920	8,254,009
Ordinary Provisions ...	58	1,145,758	104,779	4,544,230	2,463	1,218,869	4,602,056
Total	1,777	3,233,798	104,326	13,518,544	7,102	3,305,398	13,987,667

*Including 19,646 acres of improvement lease, and 160,028 of scrub lease acquired at nominal value.

† Including one estate of 21,309 acres, surrendered at nominal value for returned soldiers.

The difference between the area acquired (with adjacent Crown lands added) and the area of farms made available was 32,726 acres, absorbed in reserves, roads, school and village sites. The number of estates acquired under the promotion provisions of the Closer Settlement Act is comparatively large, because 952 individual holdings, besides holdings containing only a few farms, were acquired mainly for soldier settlers.

So far as can be ascertained, the lands covered by the above table were disposed of as follows at 30th June, 1924 :—

Manner of Disposal.	Farms Occupied.		
	No.	Area.	Capital Value.
		Acres.	£
Settlement Purchases *	5,435	2,573,115	11,336,083
Soldiers' Group Purchases Confirmed	965	410,567	2,076,315
Provisionally Allotted	306	61,212	\$
under Cultural System†	91	3,219	\$
Seven Estates disposed of under Crown Lands and Returned Soldiers' Settlement Acts	46	186,151	\$
Settlement Purchases converted into Homestead Farms	43	23,543	102,929
Alienated (deeds issued)	37‡	9,776	\$
Total disposed of and in occupation	6,923	3,267,583	\$
Balance { Soldiers' Group Settlements... ..	117	9,948	\$
{ Settlement Purchases	62	27,867	\$

*Including settlement purchases occupied by returned soldiers. †Orchard blocks in course of development. ‡Partly estimated. §Not available.

Of the balance of lands not in occupation at 30th June, 1924, an area of 21,265 acres of settlement purchases and 1,428 acres of soldier's group settlement purchases were available for application, the remainder being lands used for administrative purposes or forfeited lands being prepared for re-allotment.

In addition 64 improvement, scrub, and 18th section leases were resumed by the Crown upon the recommendation of the Closer Settlement Advisory Board. These embraced an area of 564,695 acres, for which a sum of £200,799 was paid as compensation, and they were subdivided into 605 farms and allotted as Crown leases and homestead farms under the Crown Lands Act.

The balance of purchase money in respect of the above farms under the Closer Settlement Acts, omitting group soldier settlements, as at 30th November, 1922, including deferred and postponed instalments and adjusting interest, amounted to £10,233,173, and it was estimated that the balance of assets over liabilities was £889,705. Arrears of instalments at the same date were £349,043, and at 30th June, 1924, £825,207.

Other Closer Settlement Operations.

The Rural Bank in April, 1923, issued particulars of a scheme of advances to facilitate subdivision of private estates, and the first Rural Bank loan of £1,000,000 at 5½ per cent. was raised locally for the purpose. The scheme is that the Bank is prepared, after inspection, to issue certificates as to the amount it is willing to advance to purchasers of land under subdivisional plans approved by the Land Settlement Board and the Bank. Interest is charged at the rate of 6¼ per cent., and the maximum advance is £3,000, or two-thirds of the Bank's valuation of the property, whichever is the less. In

the case of properties not fully improved the advance may be as great as 80 per cent. of the Bank's valuation, subject to specified improvements being carried out at the purchaser's expense.

By 30th June, 1924, Rural Bank certificates had been issued in connection with the proposed subdivision of sixty-two estates into 380 farms, containing in all 279,930 acres, valued at £1,136,215. The amount of loans covered by the certificates was £829,860. In all 138 estates, comprising 676,100 acres, had been submitted under the scheme; of these 105, containing 560,460 acres had been inspected or recommended for inspection. Altogether 108 farms, covering 80,667 acres, had been selected under the scheme, and loans amounting to £207,180 had been applied for in connection with ninety of these. The average area of farms in the proposed subdivisions was 736 acres; the average value £2,990, and the average amount of the loan certificate £2,183.

In addition, the Land Settlement Board issued special appeals to owners of selected estates to subdivide their properties and provided special facilities for such subdivisions.

In response, to these appeals further subdivisions were undertaken without the assistance of the Rural Bank. To 28th June, 1924, an area of 603,726 acres, contained in eighty-one estates, had been subdivided into 853 farms, of which 562, containing 392,153 acres, had been selected, the approximate purchase price being £2,000,000. The average area of these farms was 707 acres, and the average price per farm £3,574.

Besides these, the owners of forty-seven estates, with an aggregate area of 1,320,792 acres, within 15 miles of the railways being constructed in New South Wales by the Victorian Government, were approached by the Land Settlement Board with the following results to 28th June, 1924:—

Purpose of Farms made available.	No. of Estates Subdivided.	Area Subdivided.	No. of Farms in Sub-division.	Farms Selected.	Area Selected.	Amount of Sales.
		acres.			acres.	£
Mixed Farming	5	64,390	53	28	37,382	144,998
Grazing	3	253,554	40	27	137,783	252,660
Total	8	317,944	93	55	175,165	397,658

In addition, ten holdings, containing in all 143,258 acres, more than 15 miles from the proposed railway lines, were subdivided for grazing purposes.

SETTLEMENT OF RETURNED SOLDIERS.

Under the Returned Soldiers' Settlement Acts, special provision is made for the settlement of discharged soldiers on Crown lands, including the Murrumbidgee Irrigation Areas, and on lands acquired under the Closer Settlement Acts and otherwise.

Land has been made available principally under the following tenures:—

1. Homestead Farm.—Lease in perpetuity.
2. Crown Lease.—Lease for 45 years.
3. Returned Soldiers' Special Holding.—Purchase or lease.
4. Suburban Holding.—Lease in perpetuity.
5. Irrigation Farm.—Purchase or lease in perpetuity.
6. Group purchase.
7. Settlement purchase.

Provision also exists in the Closer Settlement Acts under which one or more discharged soldiers may purchase privately-owned land upon terms approved by the Minister for Lands, the Crown providing the whole of the purchase money. Transactions of this nature are permitted only in cases in which additional settlement is provided. The Minister has discretionary power to refuse any such proposal.

The maximum value of land and improvements which may be so purchased by any individual is £3,000; in special cases, however, this may be increased to £3,500 or £4,000 for purely grazing areas.

An advance not exceeding £625 may be made available for each soldier settler, but it must be used only for the general improvement of the land, purchase of implements, stock, seed, and other necessities, or in the erection of buildings. The total amount advanced under the Returned Soldiers' Settlement Act to 30th June, 1924, was £2,851,797, and of this sum £457,515 (or 61 per cent. of claims rendered) had been repaid, while interest amounting to £149,821 (or 47 per cent. of the amount due) had been paid.

Terms of repayment are usually as follows :—

House and other Permanent Improvements.—By payments over twenty-five years, interest only being charged during first five years.

Stock and Implements.—Six years, interest only being charged during first year.

Seeds, Plants, etc.—One year.

Interest as fixed under the Acts may not exceed $3\frac{1}{2}$ per cent. for the first year and 4 per cent. for the second year, and it increases progressively by not more than $\frac{1}{2}$ per cent. for each subsequent year, the maximum rate at present being $6\frac{1}{2}$ per cent.

If the circumstances so warrant, a returned soldier settler approved by the Department of Lands may obtain an allowance for sustenance from the Department of Repatriation for a period not exceeding six months, the rates being :—

For a Single Man.—£1 per week inclusive of pension.

Married Man.—£1 10s. per week, plus 2s. 6d. for each child (up to 4) under 16 years of age (inclusive of pension).

The amount of such gifts to settlers in New South Wales for sustenance and other expenses to 30th June, 1924, was £136,446.

Subject to such conditions as to security and terms of repayment as the Commission may think fit to impose, soldier settlers on the Murrumbidgee and Cullwaa Irrigation Areas may obtain an advance, or have payment of rent and water rates suspended. The expenditure by the Irrigation Commission on returned soldiers' settlement during 1923–24 was £467,878, making a total of £3,661,711 to 30th June, 1924. Repayments and collections to the same date amounted to £329,150.

The total area of land made available exclusively for the settlement of returned soldiers under the Returned Soldiers' Settlement Act, 1916, during the eight years ended 30th June, 1924, was 5,177,930 acres, of which 2,305,054 acres were homestead farms, 1,193,060 acres were under the Closer Settlement Promotion Act, 910,311 acres were Crown leases, and 532,147 acres were group purchases. These totals contain a certain amount of duplication, due to the fact that a number of holdings taken up have reverted to the Crown and have been made available a second time.

As nearly as could be ascertained the number and area of holdings of lands in occupation under the returned soldiers' settlement scheme as at 30th June, 1924, were as follow :—

Tenure.	Original Areas.		Additional Areas.
	No.	Acres.	Acres.
Homestead Farms	1,053	1,425,731	33,564
Crown Leases	253	691,752	16,278
Irrigation Farms—Murrumbidgee... ..	916	66,466	...
" " Curlwaa	16	283	...
Returned Soldiers' Special Holdings	353	28,037	...
Settlement Purchases	2,424	1,203,964	...
Settlement Group Purchases	965	410,567	...
Acquired Lands under Crown Lands Tenures	46	186,151	...
Farms provisionally allotted	306	61,212	...
Orchard Blocks under Cultural System	91	3,219	...
Total	6,423	4,077,382	49,842

There were, in addition, 649 farms under the scheme. These were occupied almost entirely by soldier settlers on private holdings who had received financial assistance under the Returned Soldiers' Settlement Acts. In all, 7,072 farms were in occupation under the returned soldiers' settlement scheme as at 30th June, 1924, in addition to those who held farms by the ordinary processes of settlement. The total area which had been made available exclusively for returned soldiers was 5,177,930 acres, and of this area 224,709 acres remained available at 30th June, 1924.

In addition, small areas of land have been made available exclusively for returned soldiers as conditional purchases, conditional leases, and suburban holdings. Purchase had been completed and deeds issued in regard to 15 returned soldiers' special holdings, containing 476 acres, and approval of purchase had been obtained in the case of 73 containing 3,735 acres. These are included above.

The following table affords a summary of the number, area, and cost of private estates acquired for soldiers' settlement to 30th June, 1924 :—

Class of Acquisition.	Estates.	Area.	Purchase Money.	Farms made available.
	No.	acres.	£	No.
Promotion Provisions Closer Settlement Acts* ...	1,446	1,192,623	5,346,178	2,379
Group Settlement - Closer Settlement Acts ...	25	381,505	1,753,941	756
Section 197, Crown Lands Act† ...	23	46,203	253,918	403
Direct Purchase under authority of Executive Council‡	27	266,917	466,387	505
Total	1,521	1,887,248	7,820,424	4,043

* Includes 952 single farms. † Includes 179,674 acres long term leases at nominal value.

‡ Includes one estate surrendered at nominal value, practically as a gift.

As nearly as could be ascertained at 30th June, 1924, the above farms had been disposed of as follows :—2,424 farms, embracing 1,203,964 acres, valued at £5,461,827, as settlement purchases; 965 farms, embracing 410,567 acres valued at £2,076,315, as settlement group purchases; 46 farms, embracing 186,151 acres under the Crown Lands Act and Returned Soldiers' Settlement Act; 306 farms, embracing 61,212 acres provisionally allotted; and 91 orchard

blocks, embracing 3,219 acres were occupied under the cultural system. The balance of the area—22,135 acres, comprised in 211 farms—included areas available for settlement, in course of disposal, and lands occupied by civilian settlers.

The number of returned soldiers who had been placed upon the land up to 30th June, 1924, in New South Wales, through the agencies of the State in connection with the repatriation scheme, was 8,819, including 1,747 who had transferred, forfeited, or surrendered their holdings. This total includes settlers on private holdings who received financial assistance under the Returned Soldiers' Settlement Acts.

The total amount of expenditure (exclusive of administration) in regard to soldiers' settlement in New South Wales at 30th June, 1924, was £17,394,662, consisting of £7,887,954 for resumptions, £6,259,643 advances to soldier settlers and developmental expenditure, £1,659,619 for railway construction, and £1,587,446 for irrigation works. The expenditure on resumptions includes £1,891,540 paid by debentures under the Closer Settlement Act, and of the total expenditure the sum of £9,826,203 was advanced to the State by the Commonwealth, and £7,568,459 was expended from the other funds of the State.

IRRIGATION AREAS.

The principal irrigation scheme is on the Murrumbidgee River. It covers an area of 359,000 acres, of which 301,000 acres were formerly freehold and leasehold land. On 30th June, 1924, irrigated farms of a total area of 116,000 acres were held by 2,061 settlers and, in addition, 89,747 acres were leased as dry areas.

The disposal of Crown lands within irrigation areas is regulated by the Crown Lands Consolidation Act, 1913, the Irrigation Act, 1912, and the Irrigation Holdings (Freehold) Act, 1924. These areas are administered by the Water Conservation and Irrigation Commission. A special land board, with the powers and duties of a Local Land Board, may be appointed in connection with certain provisions of the Crown Land Acts relating to lands within an irrigation area; the lands are classified as town, irrigable, and dry or non-irrigable lands. A person (except a married woman not separated from her husband by judicial decree) 16 years or over, if a male, or 18 years or over, if a female, or two or more such persons, may apply for an irrigation farm or block. An alien is not debarred, but he must become naturalised within three years under penalty of forfeiture. In terms of the Act of 1924 the normal title to holdings within irrigation areas is perpetual lease, subject to perpetual payment of rent, performance of residence and the making of certain improvements. The rent is at the rate of $2\frac{1}{2}$ per cent. of the capital value—minimum for town land blocks, £1 per annum. At the expiration of five years after the granting of the application, a grant of the farm or block will be issued to the holder, provided that the required conditions have been observed. The holding may be protected against sale for debt in certain circumstances. Non-irrigable leases may be issued for any term approved by the Minister: and it is also provided that lands may be set aside for purchase, or that any existing lease may be converted into a purchase by application and the payment of instalments extending over thirty-seven years.

In respect of town land blocks, the conditions of residence are not imposed, and no person may hold more than three adjoining blocks for residence, or four adjoining blocks for business purposes.

On the 30th June, 1924, 2,061 farms were held, representing a total area of 116,000 acres and annual rental of £59,314. In addition, there were held 879 town land blocks, comprising 222 acres, at a total rental of £7,297 and 89,747 acres leased as dry areas, yielding £13,017 in rent during the year.

Irrigation settlements have been established also at Hay and at Curlwaa, near Wentworth. These were, in 1913, placed under the control of the Water Conservation and Irrigation Commission. The tenure under which farms are held in these two areas is leasehold, ranging from three to thirty years' duration, and the policy adopted by the Commissioners has been to extend the tenures, subject to such conditions and reappraisal of rent as they may decide.

The Hay Irrigation Area consists of an area of 4,500 acres; and at 30th June, 1924, 1,035 acres were held by sixty-five settlers in 1088 irrigation blocks, ranging from 3 up to 34 acres with a leasehold tenure of thirty years, while 2,876 acres were leased as fifty-one non-irrigated blocks for short terms up to five years. The Curlwaa Area comprises 10,550 acres; and at 30th June, 1924, 147 irrigated farms, of an area of 1,966 acres, were under occupation by 124 settlers, with a leasehold tenure of thirty years. In addition, 7,563 acres were leased for short terms.

The following table shows the number and area of farms in occupation on each of the irrigation areas at 30th June in each of the past five years:—

Year ended 30th June.			Murrumbidgee.				Hay.		Curlwaa.	
			Farms.		Town Blocks.		Farms.		Farms.	
			No.	Acres.	No.	Acres.	No.	Acres.	No.	Acres.
1920	...	...	1,165	57,170	321	79	67*	3,724	92	8,532
1921	...	...	1,361	75,974	543	136	69	3,737	106	8,393
1922	...	...	1,781	108,240	732	175	70	3,737	120	9,531
1923	...	...	2,064	119,610	839	204	65*	3,733†	123	9,531†
1924	...	...	2,061	116,000	879	222	71	3,911	124	9,529

* Reduction in number of lessees is due to group settlers transferring to individuals.

† Balance of area not occupied as farms, comprises roads, channels, and other reserves, including permissive occupancy.

Further information concerning the irrigation schemes of the State will be found in chapter "Water Conservation and Irrigation" of this Year Book.

Tenures in Irrigation Areas.

The Irrigation Holdings (Freehold) Act, which came into force on 23rd December, 1924, was applied to all lands within any irrigation area of the State. It created three classes of leases, viz., irrigation farm lease, town lands lease, and non-irrigable lease. These are perpetual leases, subject to the fulfilment of certain conditions, such as residence and the making of improvements, but it is also provided that non-irrigable leases may be granted for such term as may be determined by the Minister. The term of residence must commence within six months of the granting of a lease, and must continue until the Irrigation Commission certifies that improvements have been performed as required by the notification which made the lands available. The freehold of any of these leases may be acquired by purchase upon application accompanied by the prescribed fees and deposits and the payment of the balance in seventy-three half-yearly instalments. Such purchases, however, are subject to the covenant that dairying lands and horticultural lands will be used for their respective purposes, to the reservation of all minerals in the land, and conditions securing upon the land all rates and charges for water, as provided by the Irrigation Act.

LAND RESUMPTIONS AND APPROPRIATIONS.

Alienated land required by the State may be obtained by resumption, purchase, exchange, surrender, or gift. Resumptions are made under the Public Works, Lands for Public Purposes Acquisition, and Local Governments Acts, and except when made for purposes of Public Instruction or Railways they are treated by the Valuer-General. Resumptions for Federal purposes are made under the Commonwealth Lands Acquisition Act, 1906-16, Lands Acquisition (Defence) Act, 1918, and War Service Homes Act, 1918-20. Any Crown lands may be appropriated for public purposes.

The following statement shows the area of resumptions and appropriations and of the principal purchases which were made during the past five years. Purchases of land for hospitals and other semi-public purposes are not included.

Year ended 30th June.	Resumptions and Purchases.			Crown Lands Appropriated.			Gifts.			Total.		
	a.	r.	p.	a.	r.	p.	a.	r.	p.	a.	r.	p.
1920	27,840	1	22		*		17	2	2	27,857	3	24
1921	8,605	0	28		*		40	3	25	8,646	0	13
1922	4,346	1	9	2,236	0	26	9	3	17	6,592	1	12
1923	28,354	1	12	10,648	2	15	13	0	17	39,016	0	4
1924	1,538	0	23		477	0	10	0	11	2,025	1	25

* Not available.

The purposes of resumptions, appropriations, and purchases during 1923-24 were :—

	Area.				Area.		
	a.	r.	p.		a.	r.	p.
Artesian Bore	6	3	28	Railways and Tramways	1,302	1	2
Bridge	3	0	5	Sanitary Depôts	19	0	18
Defence	7	2	36	Savings Bank	0	0	22
Fire Station	0	3	37	Sewerage	14	1	32
Harbour Improvements ...	84	2	15	Storm Water Channels and Drainage	6	1	0
Hospital	1	0	6	Water Storage and River Dam	3	0	35
Municipal Streets Depôts, etc.	16	0	31	Water Supply	14	3	1
Police Stations	2	0	26	Wharf Improvements ...	244	2	0
Postal	4	1	11				
Public Parks and Recrea- tion Reserves	97	1	6	Total... ..	2,025	1	25
Public School Sites	196	1	34				

Land resumptions, purchases, and gifts in quinquennial groups from the year 1900 inclusive, were as follow :—

Year.	Resumptions, Appropriations, and Purchases.			Gifts.			Total.		
	a.	r.	p.	a.	r.	p.	a.	r.	p.
1900-04	8,876	1	37	833	3	23	9,710	1	20
1905-09	105,848	3	8	439	1	27	106,288	0	35
1910-14	282,008	3	17	117	0	10	282,125	3	27
1915-19	64,194	0	35	81	0	35	64,275	1	30
1920	27,840	1	22	17	2	2	27,857	3	24
1921	8,605	0	28	40	3	25	8,646	0	13
1922	6,582	1	35	9	3	17	6,592	1	12
1923	39,002	3	27	13	0	17	39,016	0	4
1924	2,015	1	14	10	0	11	2,025	1	25

The total area of land dealt with in this way between 1890 and June, 1924 was approximately 557,000 acres, including about 279,500 acres for water conservation and irrigation projects, 52,000 acres for defence, 48,000 acres for railways and tramways, 31,000 acres for town water supplies, and 89,000 acres for closer settlement.

Dedication of Land.

The area and the purposes for which land was dedicated during 1923-24 were as follows :—

	Area.					Area.		
	a.	r.	p.			a.	r.	p.
Athletic Sports	7	2	34	Public Roads... ..	...	185	0	12
Bowling Green	0	3	4	Public School Site ... ..	...	83	0	1½
Fire Station	0	3	7	Show Grounds ... ..	...	1	2	31½
General Cemetery	0	0	7½	Town Hall ... ..	...	0	0	33
Literary Institute Sites	1	1	23½	Trade School Site ... ..	...	0	0	23
Monument	0	0	1	War Memorial ... ..	...	0	1	0
Public Hall	1	1	13					
Public Recreation	2,108	3	11½	Total ... ..	...	2,391	1	2½

REVENUE FROM PUBLIC LANDS, 1919-23.

The following statement shows the revenue received from public lands during the years ended 30th June, 1920, to 1924, also the revenue per capita :—

Head of Revenue.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.
	£	£	£	£	£
Auction and Special Sales ...	73,365	58,595	43,550	69,296	92,341
Conditional Purchases	1,052,338	1,191,166	1,099,465	985,938	909,563
Pastoral Occupation	481,106	541,419	503,200	510,192	539,632
Mining Occupation	137,955	158,313	156,574	168,290	185,567
Miscellaneous Land Receipts ...	211,805	249,165	249,649	236,664	243,514
Gross Revenue	£ 1,956,569	2,198,658	2,052,438	1,950,380	1,970,617
Refunds	£ 41,130	47,193	43,618	36,147	40,911
Net Revenue	£ 1,915,439	2,151,465	2,008,820	1,914,233	1,929,706
REVENUE PER CAPITA.					
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Auction and Special Sales ...	0 0 9	0 0 7	0 0 5	0 0 8	0 0 10
Conditional Purchases	0 10 4	0 11 5	0 10 4	0 8 11	0 8 3
Pastoral Occupation	0 4 8	0 5 2	0 4 9	0 4 8	0 4 11
Mining Occupation	0 1 4	0 1 6	0 1 5	0 1 6	0 1 8
Miscellaneous Land Receipts ...	0 2 1	0 2 4	0 2 4	0 2 2	0 2 2
Gross Revenue	£ 0 19 2	1 1 0	0 19 3	0 17 11	0 17 10
Refunds	£ 0 0 5	0 0 5	0 0 5	0 0 4	0 0 4
Net Revenue	£ 0 18 9	1 0 7	0 18 10	0 17 7	0 17 6

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